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# EXECUTIVE BOARD POLICY DECISIONS

A compilation of excerpts from reports of the Board, 1980-1985

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## Introduction

The present document gives excerpts from UNICEF Executive Board reports on its 1980 to 1985 sessions, classified by subject. It is the fifth in a series of such excerpts.*

The documents containing these excerpts, when taken together, not only provide a record of main policy discussions and actions but also indicate their evolution.

The excerpts contain references to the documents on which the Executive Board discussion and action were based, thus providing a more complete reference source for those wishing to pursue any particular subject in more detail.

An additional basic reference source, by subject, for Board members is the "Overview of UNICEF policies, organization and working methods". This document is updated periodically. The latest version, incorporating decisions taken at the Board session, is issues as E/ICEF/Overview.

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* 1946-1959, E/ICEF/337/Rev.2; 1960-1973, E/ICEF/L.1309; 1974-1977, E/ICEF/L.1309/Add.1; and 1978-1979, E/ICEF/L.1309/Add.2.

# I. PROGRAMME DECISIONS

## A. Objectives and strategies

### Medium-term plan

May 1980, E/ICEF/673

38. The medium-term plan, in addition to drawing attention to the unmet needs of children in developing countries, 6/ set out the objectives of UNICEF's work in the light of global objectives adopted by the international community bearing on the situation of children (e.g. reduction of infant mortality, longer life expectancy, primary health care, water, sanitation, limitation of gross malnutrition, universal primary education and the eradication of illiteracy). The plan also called attention to the main constraints within countries which affected services benefiting children and those within UNICEF which needed to be reduced to increase the effectiveness of its operation.

39. The plan also attempted to set out the general orientation of UNICEF's activities during the next few years in terms of objectives and strategies. 7/ At the international level they included advocacy for inclusion in the new international development strategy of three main policy recommendations as follows:

(a) A regular national review of those policies, programmes and services in national development efforts that affect children;

(b) Extension and strengthening of basic services benefiting children, including water and sanitation, health, nutrition, education and the improvement of the situation of women; and

(c) International cooperation in, and support for, these measures.

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6/ Some indication of the magnitude of unmet needs of children in developing countries was given in the medium-term work plan, which provided statistical estimates of the situation of children with regard to malnutrition, health, drinking water, sanitation, illiteracy, primary education, life expectancy, and infant mortality (E/ICEF/L.1412, para. 14).

7/ UNICEF's objectives and strategies are set out more fully in "An overview report of UNICEF policies, organization and working methods" (E/ICEF/670).

40. At the national level UNICEF should advocate and cooperate in national services and programmes, with relatively more support to programmes in least developed and low-resource countries. The following were important objectives: extension of services benefiting children in development areas, underserved areas and low-income families; extension of basic services; convergence of the delivery of services at the community level; and programming to reach total coverage of services and the solution of priority problems affecting children. The cooperation of other funding and technical agencies should be sought.

41. Carrying out these objectives involved working with national planning authorities and, for more specific sectoral objectives, with the appropriate ministries. 8/

42. The medium-term plan listed the main strategies in which UNICEF cooperated with countries in order to reach these objectives. They included emphasis on policies and programmes that benefited children directly or indirectly; taking advantage of opportunities for action; adoption of patterns of service to available country personnel and finance; extension of services in economic development areas; community involvement; strengthening of family food production and storage, etc.; working through women's and other non-governmental organizations; and making use of national and regional expertise and local supplies, 9/ and assistance available from specialized and bilateral aid agencies.

43. In the general debate and elsewhere in the Board proceedings, there was general agreement with these objectives and strategies and various of them were singled out for comment by delegations. ...

...

45. A number of other points were made in the debate. UNICEF had an important role to play in emphasizing the social aspects of economic development in the formulation and urgent implementation of the new international development strategy, and specific issues concerning children needed to be included. More emphasis should be given to the solution of basic problems and the structural changes that would be necessary to accomplish this. ... In its own cooperation with developing countries and its advocacy with external aid agencies, more attention should be paid by UNICEF to socio-cultural factors affecting children. UNICEF should be more concerned with the development of the child's intellectual potential.

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8/ The sectoral objectives were discussed in the medium-term work plan (E/ICEF/L.1412, para. 22).

9/ This point is discussed further in paras. 189-192 of the present report dealing with technical cooperation among developing countries.

May 1982, E/ICEF/695

18. The Board approved UNICEF objectives for 1982-1985 as defined in the medium-term work plan (E/ICEF/691). These objectives were perceived as the contributions of UNICEF to the attainment of the goals of the International Development Strategy for the 1980s and beyond to eradicate mass illiteracy and ensure virtually universal access to primary education, eradicate mass hunger and malnutrition and reduce infant mortality rates to 50 or less per 1,000 by the year 2000. The objectives outlined in the medium-term plan were:

(a) To focus advocacy and programme cooperation on support to regions most seriously affected by international economic recession, such as the Africa region;

(b) To focus advocacy and programme cooperation on countries where expenditure on social services has stagnated or is deteriorating;

(c) To direct UNICEF programmes to the most disadvantaged children;

(d) To promote the inclusion of low-cost effective interventions in such areas as infant and child feeding, child immunization, provision of essential drugs, diarrhoeal diseases control, women's functional literacy and girls' education and multidimensional water projects;

(e) To strengthen UNICEF capacity and management by:

(i) Continuing close collaboration with partners in the United Nations system and enhancing this convergence where possible;

(ii) Improving methods and procedures guiding UNICEF work in programming, project preparation, monitoring and annual reviews of programme implementation;

(iii) Increasing the use of evaluations, reviews and case studies to identify and document effective operating methods;

(iv) Improving methods and approaches for closer cooperation with NGOs, other sources of aid, local institutions and experts in such technical areas as PHC, water supply and special fields of training.

...

21. In endorsing the priority areas of work outlined in the medium-term plan, the Board stressed that the primary focus of UNICEF must be on programme delivery. Primary health care orientation of services outside the health sector and education of out-of-school children and youth would receive special attention, as would specific aspects of child nutrition such as breast-feeding.

Financial plan

22. The Board approved the financial plan contained in the medium-term work plan as a framework of projections for 1982-1985 (summarized in annex II),

including the preparation of $383 million in commitments from general resources to be submitted at the 1983 Board session (shown in annex III). This amount is subject to the condition that estimates of income and expenditure made in this plan continue to be valid.

23. The Executive Director introduced the medium-term work plan as reflecting the severe financial stringencies imposed by the current economic recession. He stressed that the plan's income projections were based on identified sources and firm pledges of income for 1982-1983 and on cautious estimates for 1984-1985. The Board found that the projections appeared to be realistic at present, conforming to the guiding principles agreed upon at the October 1981 special session.

May 1983, E/ICEF/701

Medium-term plan programme objectives and priorities

20. The Executive Board approved the broad UNICEF objectives for the period 1982-1986 as outlined in the medium-term plan (E/ICEF/699):

(a) To promote child survival and to reduce infant and child mortality;

(b) To help improve the situation and welfare of children;

(c) To help improve the situation and welfare of women, especially mothers and poorer women.

21. Such objectives will be sought through the basic services strategy, with special emphasis on policies and programmes having the potential to achieve more benefits for children at proportionately less cost. ...

22. In terms of plan priorities, greater attention to the least developed countries, especially Africa, was urged. Delegations also called for greater attention to training, female education and the needs of urban children, especially with respect to maternal and child health and nutrition. The importance of improving the opportunities as well as the capacity of women for entrepreneurial work was underlined. In addition, UNICEF was reminded not to lose sight of the role of fathers in the support of family activities which would improve the lives of children. Finally, the Board reiterated that the first priority of UNICEF must be programme delivery.

Financial plan for 1983-1986

71. On the recommendation of the Committee on Administration and Finance, the Executive Board approved:

(a) The medium-term plan as a framework of projections for 1982-1986 (as summarized in annex I to the present report), including:

(b) The preparation of up to $215 million in programme commitments from general resources to be submitted to the Executive Board at its 1984 session (as shown in annex II to the present report). This amount is subject to the condition that estimates of income and expenditure made in the plan continue to be valid.

## Medium-term plan for the period 1983-1987

E/ICEF/1984/12

### Programme priorities and objectives

43. During the general debate, the Executive Board reaffirmed its endorsement of the child survival and development strategy and its relevance to the needs of children in times of global economic recession and other constraints. The Board agreed that the major challenge facing UNICEF was to increase rapidly implementation of child survival and development activities in order to reach as many underserved children as possible in the shortest time feasible through the basic services and primary health care strategy.

44. In terms of programme priorities, delegations reaffirmed the importance of child health, education (especially education for women), early childhood development, water supply and sanitation, the role and status of women (including their participation in development) and urban basic services. It was agreed that these activities, along with efforts to reduce infant and child mortality, would enhance the survival and development of children and improve the quality of their lives. In addition, the importance of strengthening collaboration between concerned agencies in the United Nations system and bilateral aid agencies for the implementation of the child survival and development strategy was emphasized.

45. On the recommendation of the Programme Committee, the Executive Board:

(a) Reaffirmed its endorsement of the priorities for child survival and development and its implementation in the context of primary health care and basic services;

(b) Endorsed the general objectives of the medium-term plan, as mentioned in paragraphs 1-5 of document E/ICEF/1984/3, together with the basic considerations and programme fields and priorities, as described in paragraphs 6-12 of the same document, while recognizing that the priorities of the country programmes should be set according to the specific situations and needs of the countries, taking into account the special role of education for women;

(c) Stressed the need to strengthen programme delivery and to keep the regular session of the Executive Board informed of the progress in that regard;

(d) Recognized the need to move towards implementation on a national scale with a universal coverage, with emphasis in the interim on the disadvantaged and underserved population;

(f) Encouraged close collaboration between concerned agencies in the United Nations system, bilateral aid agencies and non-governmental organizations and national Governments and organizations;

(g) Welcomed the ideas for enlarging the positive roles and involvement of UNICEF National Committees and selective support for non-governmental organizations, and noting that the non-governmental organization Forum held in association with the current session of the Executive Board session was an innovation which should be repeated;

(h) Endorsed major priorities for accelerated implementation in 1984-1985 of UNICEF programmes in African countries affected by the emergency situation, using reprogramming of resources and greater flexibility as appropriate, without loss of accountability; and urged greater financial support for UNICEF-assisted programmes in Africa.

## UNICEF capacity in Africa

46. Regarding the strengthening of UNICEF capacity in Africa (see chapter III above) on the recommendation of the Committee on Administration and Finance, the Executive Board decided that the Executive Director should:

(a) Take into account the need for accelerating the strengthening of UNICEF capacity in Africa in preparing the budget for the biennium 1986-1987, to be considered by the Executive Board in 1985;

(b) Pursue, in the forthcoming months, other activities to strengthen UNICEF capacity, mainly through redeployment of staff on a temporary basis and short-term training measures and by expediting recruitment against already approved posts and use of consultants on a short-term basis;

(c) Prepare a two-phase emergency development programme whereby the first phase would produce short-term recommendations and the second phase would outline more permanent measures for the future.

## Financial objectives

47. On the recommendation of the Committee on Administration and Finance, the Executive Board approved the medium-term plan as a framework of projections for 1984-1987 (as summarized in annex I below), including the preparation of up to $327 million in programme commitments from general resources, to be submitted to the Executive Board in 1985 (as shown in annex II below), assuming that estimates of income and expenditure made in the plan continue to be valid.

Medium-term plan for the period 1984-1988

E/ICEF/1985/12

Programme objectives and priorities

104. The implementation of the child survival and development strategy was accorded the highest priority in achieving the objectives of the medium-term plan. Many delegations expressed appreciation for the progress made in several countries in this area, especially in view of its relevance in meeting the needs of women and children suffering from the effects of the global economic recession and other constraints. UNICEF was urged to accelerate implementation of these low-cost measures, focusing on those activities that would benefit the most people.

105. Delegations stressed the importance of ensuring that these priority actions were fully integrated with continuing efforts in the fields of maternal and child health, nutrition, formal and non-formal education, improving the status of women and water supply and sanitation, and that they were implemented within the framework of primary health care and the basic services strategy. In view of rapid urbanization and the problems it has created in many countries, Board members strongly supported UNICEF urban programmes and welcomed their continued high priority. These measures, together with efforts to reduce infant and child mortality, were recognized as essential not only for ensuring the survival and development of children, but also for improving the quality of their lives.

Operations and capacity

106. ... Strong support was expressed for the initiatives taken to meet the emergency situation in Africa as well as for efforts made by developing countries to protect the interests of children and mothers through structural adjustment measures. Many Board members stressed the importance of programming emergency operations in the context of longer-term development, and were encouraged by UNICEF efforts in this area.

107. ... Board members attached particular importance to the development of a systematic monitoring and review system and the implementation of appropriate action in response to the evaluation results.

...

109. On the recommendation of the Programme Committee, the Executive Board:

(a) Endorsed the programme objectives and priorities for UNICEF, in accordance with item 1 of paragraph (14) and as described elsewhere in the medium-term plan (E/ICEF/1985/3);

(b) Reaffirmed its endorsement of the priorities for child survival and development and its implementation in the context of primary health care and basic services strategy;

(c) Also endorsed the programme objectives as described in paragraphs 11 and 12 of the medium-term plan, while recognizing that the priorities of the country programmes should be set according to the specific situations and needs of the countries;

(d) Stressed the importance of programme support and emphasized the need for mobilizing widespread and involved participation as well as international support to ensure successful implementation of UNICEF-assisted programmes;

(e) Also encouraged close collaboration between concerned agencies in the United Nations system, bilateral aid agencies, NGOs and national Governments and organizations;

(f) Particularly welcomed ideas for enlarging the positive roles and involvement of UNICEF National Committees and selective support for NGOs;

(g) Welcomed the non-governmental organization Forum held in association with this Executive Board session expressed the wish that such gatherings should continue to be held annually in association with the Executive Board sessions.

110. Taking into account the statements focusing on the emergency situation in Africa made by delegations in the Programme Committee and during the general debate, the Executive Board also:

(a) Endorsed major priorities for UNICEF programmes in 1985-1986 in the affected African countries and, in this connection, noted the need for accelerated implementation of measures to strengthen UNICEF capacity in Africa, including training. The reprogramming of resources and greater flexibility in the use of them, without loss of accountability, should be used when appropriate as measures to accelerate implementation;

(b) Also stressed the importance of programming emergency operations in the context of longer-term development;

(c) Recognized the need and urged more financial support for UNICEF-assisted programmes in Africa.

## Financial objectives

111. On the recommendation of the Committee on Administration and Finance, the Executive Board approved the medium-term plan as a framework of projections for 1985-1988 (as summarized in annex I below) and the preparation of up to $190 million in programme commitments from general resources to be submitted to the Executive Board in 1986 (as shown in annex II below), subject to the availability of resources and to the condition that estimates of income and expenditure made in the plan continue to be valid.

Financial plan for 1985-1988

125. ... the Executive Board approved the financial plan for 1985-1988 (E/ICEF/1985/3 and Corr.1, paras. 62-95).

126. The plan projected total income rising from $390 million in 1985 (including $270 million from general resources) to $470 million in 1988 (including $335 million from general resources). Expenditure was projected to increase from $372 million in 1985 to $448 million in 1988.

B. Programme strategies

The situation of children

May 1980, E/ICEF/673

16. Underlying its deliberation and its consideration of the course of UNICEF action in the future was the Board's awareness of the situation of children in developing countries. 2/

May 1981, E/ICEF/685

19. Underlying its deliberations and its consideration of the course of UNICEF action in the future was the Board's awareness of the situation of children in developing countries, and the immensity of UNICEF's task of working with developing countries to help them to protect their children, to develop their full potential and to prepare them to be productive members of their societies.

Technical cooperation among developing countries (TCDC)

May 1980, E/ICEF/673

191. UNICEF efforts to promote appropriate village and household technologies - low-cost, indigenously based techniques which were culturally, socially and environmentally acceptable - were commended at the Board session and it was suggested that greater efforts be made by UNICEF in disseminating the knowledge acquired in one country or region to other countries and regions. This was felt to be especially important in technologies relating to family production and home conservation of food.

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2/ Some indication of the magnitude of unmet needs of children in developing countries was given in the medium-term work plan, which provided statistical estimates of the situation of children with regard to malnutrition, health, drinking water, sanitation, illiteracy, primary education, life expectancy, and infant mortality (E/ICEF/L.1412, para. 14).

192. ... The Board welcomed UNICEF's efforts to promote local production of items required for services benefiting children, to adapt to local conditions the production processes or models imported from industrialized countries (e.g., pharmaceutical products, surgical instruments), and to help develop appropriate technology (hand-pumps).

## C. General policy orientation

### Views of the Executive Director

May 1991, E/ICEF/685

31. The Executive Director proposed that the two main goals of UNICEF cooperation during the next four years of the rolling work plan should be: (a) accelerating the reduction of infant and child mortality (primarily through emphasis on PHC, clean drinking water and sanitation and maternal and young child nutrition); and (b) improving child development (primarily through emphasis on women's activities, pre-school activities and education). These goals would apply particularly to underserved children, especially those of low-income families.

32. The Executive Director also believed that a special geographic emphasis should be placed on Africa because of its recurring emergencies, faltering food production, and large number of least developed countries.

### Main emphases by delegations

33. Many delegates stressed that UNICEF should not diminish its emphasis on its main "silent" emergency mission to help developing countries achieve effective and lasting results for their children through the extension of basic services. ...

...

37. At recent Board sessions there had been an emphasis on the increasing role of UNICEF in helping countries to implement social objectives agreed upon by the international community to promote the well-being of their children in the light of their own situations. 6/ At the present session this role was considered even more important. The International Development Strategy, among other objectives, called for wider international cooperation to accelerate progress over the next 20 years towards child-oriented goals ... . Moreover, in December 1980, in its resolution 35/79 on UNICEF, the General Assembly referred to the importance of the objectives of social and human development, including the well-being of children, as an integral part of the development

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6/ See E/ICEF/661, paras. 36-37, and E/ICEF/673, para. 44.

process set forth in the International Development Strategy, and to the responsibilities this placed upon UNICEF.

38. Among the points made by delegates in this connection were the following: UNICEF, as a field-oriented organization concerned with children, had a pivotal role to play within the international community in contributing to the efforts of countries to overcome a number of social development problems; in the general struggle against poverty, UNICEF, with its flexible field approach, could contribute by concentrating on services benefiting children in the poorest and most vulnerable groups; UNICEF could contribute to the realization of the social goals of the International Development Strategy by sharing its practical experience with other agencies in the United Nations system; advocacy for a special national commitment to the nutritional needs of children was an important element in the Strategy and directly within the context of the new international economic order, and UNICEF should place greater emphasis on the links between the two; the additional responsibilities placed upon UNICEF by the Strategy would require additional resources.

## The situation of children

May 1982, E/ICEF/695

11. The effects of the worsening global economic situation and their impact on children, especially in developing countries, pervaded the Board's deliberations and consideration of future UNICEF actions.

## Cooperation at intermediate and local levels

May 1982, E/ICEF/695

34. The Board endorsed the trend towards greater UNICEF programme cooperation at intermediate and local levels as described in a major policy paper on the field application of the basic services strategy. This report, entitled "UNICEF programme cooperation at intermediate and local levels" (E/ICEF/L.1439), followed up an earlier Board proposal and examined organization or work at the local level, including subnational areas, and reviewed practical problems and the experience gained in efforts to reach underserved children and families. The report was based on case studies of Ethiopia, India, Pakistan, Peru, the Upper Volta and Yemen (representing each UNICEF region) and responses from 46 field offices.

...

46. There was general agreement that collaboration with NGOs was essential and should be extended with the approval of national Governments. ...

...

48. Many delegations directed attention to the importance of examining the staffing implications of increased cooperation at intermediate and local levels. ...

Conclusions

52. The following conclusions were adopted by the Board:

(a) The Board welcomes the main findings of the report on programme cooperation at intermediate and local levels (E/ICEF/L.1439) and strongly endorses the thrust to greater cooperation in the introduction and strengthening of institutions and services benefiting children at the intermediate and local level. Community participation should be part of this effort wherever possible.

(b) UNICEF cooperation over the last decade has moved increasingly to the subnational level. Area-specific programmes have provided opportunities for strengthening a range of services benefiting women and children. UNICEF experience reviewed by the report supports the policy of cooperation in area-specific programmes and suggests that opportunities should be sought for more cooperation at subnational levels. In addition to area-specific programmes, subnational cooperation focused on special groups, such as children of disavantaged, minorities or nomads, deserves increasing attention. Emphasis should be placed on supporting programmes that are replicable and capable of being translated into national policy.

(c) Positive perceptions of UNICEF by Governments and other bodies in the countries where UNICEF maintains offices are due to factors linked to the UNICEF field presence, substantive inputs to programming and the "grass-roots" orientation of UNICEF staff. The perception of UNICEF as a developmental agency working with Governments for women and children has in some countries been enhanced by the ability of UNICEF to establish subnational offices or outpost staff members.

(d) The trend towards greater UNICEF cooperation at local and intermediate levels should be continued but subject to the following conditions:

(i) UNICEF cooperation at the national level will continue to be essential - as well as being a pre-condition for work in intermediate and local levels;

(ii) Subnational cooperation must in all cases be done with the full agreement of the Government;

(iii) The focus of subnational cooperation must be related to the varying situations of different countries. In some cases it may be desirable to establish subnational offices or outpost staff members - but this can only be judged in relation to the situation in each country.

(e) Within the context of programme practices and procedures, experience indicates more attention is required for:

(i) Helping Governments build an information base about the condition of children;

(ii) Taking community views into account;

(iii) Arranging an adequate time-frame for programme preparation;

(iv) Monitoring programme delivery at the intermediate level.

(f) Some of the most effective entry points for promoting communication may be economic, for example, income-generating activities for women. Other entry points, such as action to tackle urgent community problems or provision of PHC and basic services, are also important.

(g) NGOs, including a wide variety of voluntary social groups, university departments, women's organizations and cooperatives, are often the most effective channels for stimulating, encouraging and sustaining community involvement in improving the condition of children and women. Subject to government concurrence, UNICEF support can encourage increased use of the non-governmental sector as a channel to reach underserved families and for implementing projects.

(h) There is a need for better data, local analysis and participation of communities in the planning, management and monitoring of programmes. In view of this, more effort is required to focus attention on activities aimed at building the management and institutional capacities for the delivery of basic services at the subnational level.

(i) UNICEF field offices are making greater efforts at collaboration with United Nations and other partners than is commonly perceived. Relations with the representatives of other funding agencies and specialized agencies are generally friendly and cooperative. Information is exchanged and problems discussed. The UNICEF representative retains his or her direct line of communication with the Executive Director and also deals directly with the ministries with which UNICEF has to be concerned. The report highlights increased cooperation with national and regional institutions and this should be strengthened further. These institutions are now able to provide consultant services in regard to the organization and management of the delivery of social services. This support in many cases has made participation of personnel from specialized agencies of the United Nations less necessary than in the past. Greater UNICEF cooperation with national institutes will help build national capacity and increase technical cooperation among developing countries.

(j) UNICEF needs to strengthen its own capacity and expertise to work at intermediate and local levels. This requires action in recruitment, orientation and training. Training activities sensitizing UNICEF staff to the requirements of UNICEF cooperation at intermediate and local levels should be

strengthened to include emphasis on organization and administration of social services projects at subnational levels; approaches to enhance community participation; project preparation and more orientation to social structure and cultural patterns in areas in which UNICEF cooperation is active. UNICEF staffing needs at subnational levels can only be determined by need, country by country, according to normal UNICEF administrative and budgetary review procedures.

Policy review: alternative programme approaches in different socio-economic situations

May 1983, E/ICEF/701

23. The policy review, on the subject of alternative programme approaches in different socio-economic situations (E/ICEF/L.1453, had been requested by the Executive Board at its 1982 session following a discussion arising from a note prepared by the Executive Director for the 1981 session (E/ICEF/681 Part II/Add.5). 2/ The policy review under consideration reviewed the general patterns of UNICEF programme approaches, the range of programme emphases in different categories of countries and the UNICEF guidelines for establishing general resources country planning levels. The document recommended that, in addition to existing criteria - (notably GNP per capita and child population) - the infant mortality rate (IMR) should be used systematically to guide both the levels of support and the content of UNICEF programmes.

24. During the Board's discussion, a strong consensus emerged in support of the systematic use of IMR for guiding programme content. It was agreed that that would strengthen the analytical focus of UNICEF measures to accelerate child health and survival and reduce infant and child mortality. ...

25. It was agreed that UNICEF should be sensitive to the limitations of national averages and to the variations within countries of both GNP per capita and IMR. ...

...

28. It was agreed that the criteria of potential and "performance" as presented in the policy review were of conceptual interest but had limited operational significance since they were difficult to define, did not allow cross-country comparability and entailed a certain degree of value judgement. While such criteria should not be used explicitly for resource allocation, some flexibility might be appropriate in determining the level and type of support for very poor countries which have experienced continued economic

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2/ See Official Records of the Economic and Social Council, 1982, Supplement No. 7 (E/1982/17), para. 119; and ibid., 1981, Supplement No. 8 (E/1981/48), para. 163.

decline. Support for least developed countries should remain within the priorities agreed for the Substantial New Programme of Action for the 1980s for the Least Developed Countries. 3/

Conclusion

29. On the recommendation of the Programme Committee, the Executive Board endorsed the conclusions listed in paragraph (9) of the policy review on alternative programme approaches in different socio-economic situations (E/ICEF/L.1453), amended by delegations as follows:

(a) To increase the effectiveness of UNICEF programming in improving child health and welfare through means which give particular attention to reducing infant and child mortality, the infant mortality rate can and should be used systematically to guide both the levels and the content of UNICEF programme cooperation. IMR should be used in addition to other indicators - including, notably, GNP per capita and child population - and applied as a guiding principle, not as a rigid formula. A wider selection of indicators, including such indicators as morbidity, maternal death rates, literacy, etc. should be used to analyse country needs and guide the content of UNICEF programmes;

(b) Additional UNICEF resources should be allocated to countries where high IMRs still prevail, to support activities which are directed towards reducing IMR. Increases should be made in ways which avoid reductions in existing financial planning levels;

(c) The three main country categories currently used for allocating UNICEF resources - higher assistance, normal assistance and lower assistance countries - should be revised to take IMR into account in addition to the two existing main indicators, namely, GNP per capita and child population. In addition, more account should be taken of the special circumstances or needs of other categories of countries, such as very large and very small countries, countries in especially severe economic and other difficulties, and higher-income countries;

(d) Directing UNICEF cooperation more directly to support for child survival and the reduction of infant and child mortality implies that UNICEF should: (i) intensify its efforts to assess the needs of most disadvantaged groups and areas; (ii) work with Governments and, as appropriate, with non-governmental organizations and other agencies to reinforce activities which help disadvantaged communities to develop their active participation in the development process; and (iii) attach high priority to helping Governments develop and improve administrative capacity;

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3/ Report of the United Nations Conference on the Least Developed Countries, Paris, 1-14 September 1981 (United Nations publication, Sales No. E.82.I.8) part one, sect. A.

(e) Greater emphasis should be given to increasing the capacity of UNICEF to respond to the needs for improving infant and child survival and health in high-IMR countries. Priority should be given to developing an effective system in UNICEF for collecting and sharing information on IMR-reducing policies and practices;

(f) A small proportion of UNICEF resources should also be allocated globally for support of programme initiatives aimed at IMR reduction. This would be in line with the guideline approved by the Executive Board in 1971 that a proportion of UNICEF resources for the following year should be left unallocated in order to provide a margin for flexible response to new projects and unforeseen needs. 4/ Such funds can help stimulate fresh thinking and programming in relation to basic concerns and priority activities and also allow UNICEF to take advantage of new opportunities "ripe for action" when existing country programme resources are committed to ongoing projects. The allocation of such funds to countries should be part of a country-level programming process after discussions among headquarters and the regional and field offices;

(g) A minimum level for UNICEF cooperation in groups of small island countries should be established. The use of an aggregate planning level for such groups of countries would allow more flexible responses and facilitate the development of subregional strategies for UNICEF activities in carefully selected areas of programme concern. Authority should be delegated to UNICEF country representatives to approve the funding of small projects for groups of small island countries, within an agreed planning level for which commitments have already been approved by the Executive Board;

(h) Greater responsiveness should be shown to countries in special difficulties, particularly those in very severe economic difficulties. To this end: (i) such countries should be placed more quickly in the UNICEF special difficulties category; (ii) measures should be introduced to protect the situation of children in countries in the process of economic adjustment and restructuring and to encourage that process to give additional support to low-cost measures for accelerating child health and survival; (iii) more explicit attention should be paid to funding recurrent expenditure and local costs; and (iv) UNICEF should be more active in encouraging donors to take account of these concerns, which may involve special needs for technical as well as material assistance;

(i) In higher-income countries with IMR above 50 per 1,000 where UNICEF cooperation faces significant challenges or opportunities - such as supporting programmes focused on particular regions or groups in special need - a minimum level for the UNICEF programme should be established. The minimum would be set on a country-by-country basis, taking into account the availability of local resources and outside support. Unlike the minimum

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4/ See Official Records of the Economic and Social Council, Fifty-first Session, Supplement No. 8 (E/5035), para. 140.

recommended for small island countries, the minimum level for higher-income countries need not be a financial one. A minimum staff presence to ensure responsible, effective policy analysis and advocacy may often be an adequate response. Staff concerned with UNICEF cooperation in higher-income countries should have access to a modest funding capacity to respond to the opportunities identified;

(j) Increased efforts should be made to avoid UNICEF country programmes with their limited resources becoming locked into particular national activities over extended periods. Guidelines should be developed to aid the conscious phasing out of UNICEF support from general resources of national activities which have become well established. A margin of contingency should be introduced by making unallocated resources a part of all country programmes to enable a quick and flexible response to new initiatives, experiments or other programme possibilities aimed at IMR reduction which may later emerge.

Progress on child survival and development actions

E/ICEF/1984/12

16. The members of the Executive Board expressed overwhelming support for the child survival and development strategy and reaffirmed its relevance to the needs of children, especially in the current global economic recession. ...

17. The Board agreed that the challenge facing UNICEF was to mobilize support at all levels, particularly the country level, in an effort to transform expressions of political will into successful programmes of cooperation that will ensure universal coverage of the target population in the shortest possible time. ...

...

26. Many delegates stressed the importance of giving increased support to education for women. Armed with information, knowledge and income-producing skills, not only would women be able to improve their situation, as well as that of their children, but they would also be able to realize their full potential in contributing to national development. ...

...

28. Most delegations agreed that the child survival and development revolution provided UNICEF with an excellent opportunity for mutual support and action with other international organizations, bilateral aid agencies and non-governmental organizations. They welcomed this development.

## Implementation of the child survival and development strategy

E/ICEF/1985/12

25. The members of the Executive Board reaffirmed their support for the child survival and development strategy and endorsed its continued implementation within the framework of primary health care and basic services strategy. ...

...

29. Delegations commented extensively on the need to focus increased attention on the long-term development aspect of child survival and development activities. ... and Board members urged UNICEF to ensure that the programmes were planned and implemented in close cooperation with national Governments.

30. The importance of education and training, especially of women and girls, was stressed by many delegations. ...

...

34. Because the promotion of breast-feeding appeared to be slackening, Board members urged UNICEF to increase its efforts in this area. They felt that breast-feeding was on the decline because more women were entering the job market and because there was a readily available supply of infant formula. ...

...

46. ... In general, delegations felt that the goal of universal immunization by 1990 was within reach in many countries and that it might be achieved globally with intensive, but relatively low-cost, national programmes.

## Adjustment policies

E/ICEF/1985/12

70. Several delegations spoke about the adjustment policies imposed by the global economic crisis. They expressed concern about the devastating impact the adjustment policies were having on the welfare and nutritional situation in many areas of the developing world, and commended UNICEF on its work in this area. ... It was requested that UNICEF report in future sessions on the progress made in efforts to achieve "adjustment with a human face".

Problems of programming

May 1980, E/ICEF/673

81. At its 1979 session the Board had before it a report by Inspector Maurice Bertrand of the Joint Inspection Unit on programming problems in UNICEF (E/ICEF/L.1403). ... At that session the Board looked forward to a second report from Inspector Bertrand on these questions at its 1980 session.

82. The second report of Inspector Bertrand, entitled "UNICEF: planning and programming for children at the country level" (E/ICEF/L.1413), dealt with the role of social development and of UNICEF in overall development efforts; UNICEF planning and programming methods; monitoring and evaluation; problems relating to the development of studies supported by UNICEF; and the information base on the situation of children. An additional chapter dealt with the implications for UNICEF of the measures recommended, including some strengthening of staff in strategic programming areas. A final chapter summarized the 21 principal recommendations made in the report. 20/

...

85. The Executive Director, in a note and recommendations (E/ICEF/L.1414) on the report, expressed his deep appreciation to Inspector Bertrand for the report and the manner in which he had prepared it. He appreciated the fact that Inspector Bertrand was proposing objectives towards which UNICEF should strive, and he recommended to the Board that it endorse the general directions given in the report, which should be taken account of in UNICEF's future work programmes. Since the Executive Director had only recently assumed office, he was not in a position to judge exactly how, or how quickly, some of the recommendations could be implemented. He intended to proceed with the implementation of some of them during the next 12 months, and, for other recommendations, would submit at the 1981 session proposals for organizational and staffing changes for which Board approval might be needed.

Board discussion

86. Delegations commended Inspector Bertrand for a thoughtful and thorough report, which was both necessary and timely, and agreed with the Executive Director in supporting the general directions it proposed for increasing UNICEF's effectiveness as a development agency. They likewise agreed with the Executive Director that priorities would necessarily have to be set for the implementation of various recommendations.

...

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20/ The report also had two annexes: annex I, "Problems in the use of maps" (E/ICEF/CRP/80-7); and annex II, "Improvement of information on the conditions of children", a report by Donald McGranahan (E/ICEF/CRP/80-8 and Corr.1).

91. There was considerable discussion on the subject of improving information on the situation of children. It was generally agreed that a greater effort was required in this aspect of programming, in particular through helping to improve national statistical capability, and offering appropriate technical advice through the use of manuals and regional and subregional support services. At the same time, however, many delegations believed that the following major concerns should be taken into account in implementing the recommendations in Inspector Bertrand's report relating to the information base:

(a) A balance had to be struck between the cost and efforts required to improve information and the subsequent increase in programming effectiveness. The balance should be decided on a case-by-case basis depending on the capacity of a country and the nature of the programme. Information should be oriented to action and to use and should be collected for clearly defined national or subnational purposes.

(b) Inexpensive and simple models of data collection and analysis should be developed.

(c) Overall support to the improvement of national statistical capacity was a responsibility of the United Nations system. The extent of UNICEF involvement should be guided by this, and its activities should be undertaken in close collaboration with the United Nations Statistical Office which has a central role to play, and with the statistical offices at the relevant specialized agencies.

Board conclusions

96. The Board adopted the following statement summarizing its conclusions on problems of programming:

(a) The Board received with appreciation the report of Inspector Maurice Bertrand (E/ICEF/L.1413) and noted his positive views regarding the quality of UNICEF's programming work and of the secretariat's sustained effort to improve programming methods and develop its support to evaluative activities.

(b) The Board endorsed the general directions given in the report and requested the Executive Director to take them into account in the secretariat's future work programmes. It was agreed that UNICEF's effectiveness as a development organization could be considerably increased by expanding and accelerating the more general application of the best programming methods the organization is already employing in some countries.

(c) The Board confirmed the importance of UNICEF's work as a development agency and its role in supporting national efforts aimed at formulating and implementing policies and programmes for the benefit of children. It was agreed that further strengthening of this role, pursuing the general methodological directions of the Inspector Bertrand's report, must be done in relation to the extent of use of improved programming methods by developing

countries. Care is required in staff recruitment and training to attain the degree of quality required for the changing and increasingly complicated nature of UNICEF's work, including a significant increase in the level of staff competence in planning, programming, evaluation, and the collection and analysis of information.

(d) Among the general directions approved were recommendations for building up a firmer basis of knowledge about the different situations of children. This would be done in cooperation with countries concerned and appropriate agencies in the United Nations system, particularly the United Nations Statistical Office. Noting the special interest expressed by delegations from developing countries in improving, as quickly as possible, information related to the situation of children, the Board stressed the importance of identifying and applying simple, low-cost methods for developing such information on children and making better use of existing sources for the improvement of policy formulation and programming.

(e) The Board noted that implementation of some of the recommendations in the report depended on the extent to which countries were able to improve the information base, programming, monitoring and evaluation of services benefiting children in the ways suggested. The Board requested that the Executive Director proceed cautiously to avoid establishing over-ambitious goals and standards of achievement and overburdening national programming and administrative capacities. Implementation of the recommendations in Inspector Bertrand's report should not detract from UNICEF's action-oriented approach and tradition of assisting the delivery of basic services in conditions where the information base for programming might be inadequate. However, these limitations applied less to other recommendations dealing with UNICEF's internal management, the general direction of which should be followed in order to develop the rational and systematic character of the UNICEF approach to programming.

(f) The Board requested the Executive Director to report at the 1982 session on the extent to which the above-mentioned general directions had been followed, the results of the experience so far as they could be known at that time, and any implications for future action.

## D. Child survival, protection and development

### Primary health care

May 1980, E/ICEF/673

198. ... UNICEF should continue to advocate the adoption by developing countries of a basic services strategy as a high-priority goal, which would include PHC.

Report of the UNICEF/WHO Joint Committee on Health Policy

May 1981, E/ICEF/685

74. The Board had before it the report (E/ICEF/L.1429 and Corr.1) of the UNICEF/WHO Joint Committee on Health Policy (JCHP) on its twenty-third session (Geneva, 2-3 February 1981), which included eight recommendations for action. 18/ The Board also had before it a note by the Executive Director (E/ICEF/L.1430) in which he reaffirmed the importance of the PHC approach and expressed agreement with the other recommendations of JCHP.

...

80. The Board endorsed the following eight recommendations of the JCHP (E/ICEF/L.1429, chap. 5) with regard to PHC:

"(1) Despite the existence of an internationally agreed definition ofprimary health care, this term is still being applied to a variety of realities and concepts. In order to monitor the progress of countries towards health for all by the year 2000, through the PHC approach,

it is recommended that UNICEF/WHO reaffirm the internationally approved principles of the PHC approach, embodied in the Declaration of Alma-Ata; and that UNICEF/WHO support countries to develop relevant simple indicators of the PHC approach and to devise or strengthen their health information systems so that they may follow its evolution over time.

"(2) UNICEF and WHO will continue to support national efforts to implement the PHC approach. However, the resources available internationally for this effort are limited and must be used to the greatest effect.

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18/ The Committee had considered the following main items: a progress report on the implementation of PHC (E/ICFF/L.1424); and a study on country decision making to achieve the objectives of PHC (E/ICEF/L.1425). In addition, the following topics had been reviewed by the Committee: the expanded programme on immunization (E/ICEF/CRP/81-5), the UNICEF/WHO joint programme of provision of essential drugs for PHC in developing countries (E/ICEF/L.1426), a joint programme for UNICEF and WHO regarding childhood disability (E/ICEF/L.1428), the diarrhoeal diseases control programme (E/ICEF/CRP/81-6), a working paper on leprosy (E/ICEF/L.1427), and a report on the current state of schistosomiasis (E/ICEF/CRP/81-7).

"It is therefore recommended that UNICEF and WHO cooperate in mobilizing the provision of substantial assistance, over the necessary periods of time, especially to those countries with a clear and continuing national commitment to put the PHC approach into practice, and to cover progressively the unserved areas of the country.

"(3) Since the improvement of health requires multisectoral planning and programming, including the mobilization of resources in the context of national health and development priorities,

it is recommended that UNICEF/WHO collaborate with countries in their endeavour to strengthen or establish a high-level political mechanism for decision making on socio-economic development policies relevant to health promotion;

and that UNICEF/WHO support countries to mobilize and organize relevant institutions (including government agencies, people's organizations, and institutions for training, research and development activities) into an intersectoral network, to collaborate with the policy/planning mechanism responsible for health and health-related policies and programmes.

"(4) Provision of resources for the PHC approach involves planning of national resource allocation in health and health-related sectors. This may require legislation and the use of new economic and budgetary planning methods.

"It is recommended that UNICEF/WHO support countries to increase their national capabilities in health economic analysis, health care legislation, and budgetary planning methods to identify and implement resource shifts in support of PHC.

"(5) UNICEF and WHO have a special responsibility to mobilize world-wide resources in support of the PHC approach and to assist countries in its implementation.

It is recommended therefore that UNICEF and WHO greatly strengthen their individual and joint capacity to cooperate with countries in extending the PHC approach to all people, and that the two organizations report to the JCHP at its next meeting on action taken to this end.

"(6) National health policies and plans need to be supported by the general public, and by organizations and officials at the community level. However, few countries have developed effective mechanisms to combine 'planning from below' with established political and technical processes.

"It is therefore recommended that UNICEF/WHO support countries to develop innovative approaches to upward planning for health; and that relevant information about experiences of community participation in policy formulation, planning, implementation and monitoring be disseminated, with the support of international agencies; and

that UNICEF/WHO assist countries to develop and disseminate suitable explanatory materials on PHC for use in public campaigns, by the mass media, by political and social organizations, and generally through the social channels of communication appropriate to national, intermediate and community levels.

"(7) PHC implementation will be greatly promoted by mobilizing the support of health workers and members of the general public, including those in leadership positions at national, intermediate and community levels.

"It is recommended that UNICEF/WHO help countries to mobilize support for the PHC approach by developing appropriate orientation and training programmes for health and health-related workers at all levels; and by mounting reorientation programmes for existing personnel.

"(8) The analysis of decision making for PHC involves the examination of a wide range of issues and the identification of several problem areas which require follow-up action. The experience and insights derived from the study on national decision making should be pursued and shared with more countries.

"It is recommended that UNICEF and WHO undertake follow-up activities on the issues arising from the present study, identified in the conclusions in chapters 2 to 6 of the UNICEF/WHO joint study (E/ICEF/L.1425); these activities might include support for other workshops for the orientation of senior officers involved in development planning, in the health sector and in other sectors relevant to health, to pursue these issues in the contexts of their countries. The results of such follow-up activities should be made available at the next meeting of the JCHP."

Programme commitment

91. A commitment approved by the Board for additional support to various programme fields (E/ICEF/P/L.2026(REC) and Corr.1) included support to promote cooperation in 1982-1983 in selected countries to foster the PHC approach, according to guidelines drawn up jointly by WHO and UNICEF, and with technical support from WHO.

92. In addition to the commitment, the Executive Board authorized the Executive Director to receive and to spend supplementary funds in the amount of $5 million for support to comprehensive PHC projects in countries where such projects had been or were being developed in cooperation with UNICEF and WHO.

Board conclusions

114. The Board expressed its appreciation of the work of the JCHP and adopted the following conclusions:

"The Board, having considered the report of the JCHP on its twenty-third session (Geneva, 2-3 February 1981 - document E/ICEF/L.1429 and Corr.1) and the Executive Director's note on that report (E/ICEF/L.1430), expressed its appreciation of the work of the JCHP.

"The Board also welcomed the WHO/UNICEF collaboration in the follow-up of the Alma-Ata Conference and particularly in the promotion and support of primary health care and its principal components (E/ICEF/L.1424), among them the control of those diseases which have an important impact on child mortality and morbidity, such as diarrhoeal diseases, respiratory infections and malaria. It noted with pleasure that WHO/UNICEF joint efforts are increasingly focusing on collaboration with Governments at the country level. The Board noted with satisfaction the progress achieved so far, and looked forward to periodic reporting by the JCHP on this subject.

"The Board considered the JCHP study on national decision making for primary health care (E/ICEF/L.1425) to be a lucid and interesting document which gives useful information on the national process towards establishing primary health care in a number of countries. It recognized that the actual implementation of primary health care should take into account the different socio-economic contexts, and that it was ultimately the responsibility of the Governments concerned. In noting the study's recommendations, the Executive Board requested WHO and UNICEF to distribute it widely to Governments and national, international and non-governmental bodies which might have an interest in it.

"The Board noted the discussions of the JCHP on the other subjects considered at its twenty-third session - the expanded programme on immunization (E/ICEF/CRP/81-5), the UNICEF/WHO joint programme of provision of essential drugs for primary health care in developing countries (E/ICEF/L.1426), leprosy (E/ICEF/L.1427), schistosomiasis (E/ICEF/CRP/81-7), a joint programme for UNICEF and WHO regarding childhood disability (E/ICEF/CRP/81-6).

"The Board concurred with the selection of the next study to be prepared by the JCHP - 'Implementation of primary health care with emphasis on the most effective support that WHO and UNICEF could give jointly to Governments' - as put forward by the JCHP in its report.

"In conclusion, the Board fully endorsed the wish of the JCHP that even closer cooperation and coordination between WHO and UNICEF should take place, according to the mandate and field of responsibilities of each organization, especially at the country level, in the joint pursuance of the goal of 'health for all by the year 2000'."

May 1983, E/ICEF/701

36. In endorsing the report of the Joint Committee on Health Policy (JCHP) of the World Health Organization (WHO) and UNICEF (E/ICEF/1.1456), the Executive Board reaffirmed the partnership of UNICEF and WHO in support of primary health care and national strategies for achieving the goal of "health for all by the year 2000". ...

37. In order to provide a more accurate data base for determining country-specific priority action for accelerating child health and survival, UNICEF should support United Nations assistance to countries in establishing better recording and reporting of vital statistics and in carrying out studies on disease-specific mortality and morbidity. ...

38. The JCHP report covered a number of child welfare concerns, including acute respiratory infections, sexually transmitted diseases, rheumatic heart disease and malaria, the discussion of which was prompted by feedback from UNICEF field staff. While these might not be of priority concern in all countries, the recommendations of JCHP for policy and programme implications were noted and approved.

E/ICEF/1985/12

47. Delegations welcomed the continued emphasis on primary health care, along with basic services, as the framework for ensuring the successful implementation of child survival and development activities through a comprehensive, integrated approach. ... It was noted, however, that in many countries more needed to be done to promote primary health care as a priority concern that should form an integral part of national development plans.

UNICEF/WHO Joint Committee on Health Policy

76. The Executive Board endorsed the conclusions for policy and programmatic follow-up contained in the report of the twenty-fifth session of the

UNICEF/WHO Joint Committee on Health Policy (JCHP) (E/ICEF/1985/L.5). It further endorsed the support of JCHP for actions towards the goal of universal immunization by 1990. Delegations welcomed the report and the comments of the Executive Director as contained in document E/ICEF/1985/L.8, which confirmed the usefulness of JCHP in reviewing biennially the health and health-related policy of UNICEF.

...

79. On the recommendation of the Programme Committee, which took note of the report of the twenty-fifth session of the UNICEF/WHO Joint Committee on Health Policy (E/ICEF/1985/L.5), the Executive Board:

(a) Endorsed its conclusions for policy and programmatic follow-up;

(b) Further endorsed the support of the UNICEF/WHO Joint Committee on Health Policy for actions towards the goal of universal immunization by 1990.

Childhood disability: its prevention and rehabilitation

May 1980, E/ICEF/673

Report by Rehabilitation International

152. The report of Rehabilitation International to the Board (E/ICEF/L.1410) pointed out that approximately one in every 10 children was born with or acquired a physical, mental or sensory impairment 26/ and that in the developing countries, where most of the world's children live, little or nothing was being done to prevent either the occurrence of impairment or its damaging consequences.

Recommendations of the Executive Director

155. The Executive Director in a note and recommendations to the Board (E/ICEF/L.1411) welcomed the report, which he believed provided significant guidelines for countries in improving their national capabilities for the

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26/ An impairment is a loss or abnormality of body part or function. Impairments can lead to disabilities, i.e., difficulties in the performance of normal activities, and to handicaps, which interfere with doing what is expected at a particular time of one's life. An elaboration of these definitions is given in the Rehabilitation International report, (E/ICEF/L.1410), paras. 5-8.

prevention and rehabilitation of childhood disability and opened up new possibilities for cooperation with the countries by UNICEF and other concerned agencies. ...

Board discussion

165. Delegations were unanimous in praising the Rehabilitation International report and its particular relevance to UNICEF in viewing the prevention and rehabilitation of childhood disability as a single subject having interacting components, which were in complete harmony with the basic services concept and could be incorporated into ongoing health, nutrition, education and social welfare programmes without setting up additional vertical programmes. ...

...

167. Many delegations felt that the report of Rehabilitation International as well as UNICEF support would make an important contribution to IYDP. UNICEF should plan an active and meaningful role during the Year which could, in this respect, constitute a natural follow-up of IYC.

Board conclusions

172. The Board adopted the following statement summarizing its discussion and conclusions on child disability, its prevention and rehabilitation:

(a) The Executive Board expressed its deep appreciation to Rehabilitation International for its report on childhood disability: its prevention and rehabilitation (E/ICEF/L.1410). The approach set forth in the report, through its emphasis on the preservation and continuation, as far as possible, of the normal processes of child development and on early detection and intervention at the family and community level to prevent impairment and reduce the effects of disability in the life of the child, had enormous potential to alter definitively the impact of disability, which now affected more than one out of 10 children. The Board regards the approach, and the action which it hopes will follow from it, as making an important contribution to the International Year of Disabled Persons in 1981 and the subsequent follow-up of the Year;

(b) The Board:

(i) Endorsed the approach set out in the Rehabilitation International report to help countries improve their national capabilities for the prevention and rehabilitation of childhood disability;

(ii) Endorsed an active role for UNICEF, in cooperation with others concerned, to encourage a widespread discussion of the approach and its action implications at international and national levels;

(iii) Approved UNICEF support for expanded and more effective efforts in ongoing programmes of health, immunization, nutrition, welfare and education to identify and incorporate aspects which would enhance their preventive and remedial effects;

(iv) Approved UNICEF cooperation with countries wishing to develop projects in accordance with the approach set out in the Rehabilitation International report, as an integral element in carrying out the basic services concept through primary health care, education and other community-based services;

(v) Approved UNICEF initiatives to achieve close cooperation in promoting the approach by the relevant organizations in the United Nations system, international and bilateral aid agencies, and non-governmental organizations;

(vi) Authorized the Executive Director to contract with Rehabilitation International and other competent bodies to provide technical consultation and support where necessary;

(vii) Requested the Executive Director to report on UNICEF's activities related to the International Year of Disabled Persons within the general progress report on child disability to be submitted to the Board at its next session in 1981;

(c) It followed that UNICEF may not, as a result of these decisions, increase its inputs to conventional specialized programmes for rehabilitation which the Board in the past has decided are not feasible for UNICEF funding.

May 1981, E/ICEF/685

113. It was agreed that the Executive Director should report to the 1982 Board session on the results of IYDP as it related to children and UNICEF's work; this could be included in his general progress report.

## Nutrition

May 1980, E/ICEF/673

208. A number of delegations said they considered that UNICEF cooperation for child nutrition was insufficient. They noted that although expenditures in this programme field would be increasing in dollar terms, they would be decreasing as a percentage of the total programme.

209. In response to this concern the Executive Director stated that there was no disagreement on the part of the secretariat about the importance of this programme field. He noted that support for the improvement of nutrition was given in many sectors not labeled nutrition. They included health, water supply, village technology, women's organizations and education. He suggested that it was perhaps more informative to look at what UNICEF was doing rather than the statistics. He agreed that UNICEF support for family food production and storage should be strengthened if possible, as suggested by several delegations.

## UNICEF cooperation in programmes to support breast-feeding and good weaning practices

May 1981, E/ICEF/685

122. On the basis of the proposals in the Executive Director's report (E/ICEF/681(Part II/Add.2 sect. VII), the Board agreed that UNICEF cooperation should now be extended and made more systematic, with UNICEF working in cooperation with Governments, specialized agencies (notably WHO, as well as the ILO, FAO and UNESCO, National Committees for UNICEF, NGOs, industry and the information media. WHO standards and guidelines were involved, in varying degrees, in all of the fields of activities. For some, WHO would be the prime mover, and UNICEF would have a supporting role. In other activities, UNICEF would have a larger role, particularly at the country level. The fields of activities, and the division of responsibilities between WHO and UNICEF in particular, were set forth as follows:

### Surveillance of breast-feeding trends

Countries needed to be able to follow the trend of breastfeeding and weaning practices in urban and rural areas, and at different income levels. Experience had been gained through the WHO collaborative study, and WHO had a general methodology under preparation. It was proposed that the methodology should be tested in a number of countries and then diffused through regional working groups. UNICEF would be invited to contribute to the costs. Countries would undertake surveys periodically, and some would seek UNICEF participation for this.

### Orientation and training of health professionals and other health workers

Advice given to pregnant women by obstetricians, nurses, auxiliaries, PHC workers, midwives and other health workers was an important factor in their decision whether or not to breastfeed, a decision usually made before delivery. Breastfeeding could be made easier by certain types of preparation. Professionals and other health workers needed to know how to give advice to mothers and families, and also how to handle problems that might arise, as in breastfeeding during sickness. These questions had been neglected in health training curricula in recent decades. Health administrators also needed to be

adequately informed in this field. WHO was preparing training modules for different levels of training, and would also prepare core teaching materials. These would then have to be adapted to different countries. Refresher courses and the production of teaching materials in large quantities, particularly for lower-level workers, would be supported by UNICEF.

Orientation of teachers and extension workers

In addition to health workers, schoolteachers and extension agents in contact with the community should be informed about breastfeeding and weaning, and be able to give information and advice consistent with what the health services were providing.

This was particularly important for primary and secondary schoolteachers and for literacy teachers. Many girls leaving school would be entering motherhood within a few years. Thus, it was important to introduce training modules into teacher training campaigns. Such material would be mainly prepared at the country level, but some core material was needed. The collaboration of UNESCO would be sought, along with WHO with respect to technical content.

Agricultural and home economics extension workers, community development workers and cooperative advisers were all in a position to influence the community. Orientation materials needed to be prepared in cooperation with FAO and WHO. The League of Red cross Societies was also ready to help in this. Core materials would be prepared and then adapted to local needs, country by country. UNICEF support would be sought towards the costs.

Information material for mothers

Developing countries would need help with information material for mothers and families that could be distributed through their health facilities during pre-natal and mother and child health consultations. Core material prepared with WHO's help would have to be adapted to individual country needs. Some Governments would seek UNICEF's support for this, and for reproducing the material (though UNICEF would not have the means to help with all the quantities required).

Health service practices

A number of hospital practices at time of delivery affected the initiation and duration of breastfeeding. These included the information given to mothers, the supportive attitude of the staff, the avoidance of too deep sedation during childbirth, immediate skin-to-skin contact and nursing of the newborn, the avoidance of pre-lacteal and supplementary bottle feeds during the first days of life, and avoidance of the distribution of samples of infant formula. WHO was preparing guidelines, and some countries would be seeking cooperation.

Nutrition

Inadequate nutrition presented a serious problem for pregnant women, for nursing mothers and for families whose resources were insufficient to supply their infants and young children with the food they needed. Long-term improvements in family and community capacity for supporting better maternal nutrition and better weaning foods could be obtained through more information and education for women and their families. Support for family food production and adequate storage was also important, as was the lightening of women's work, and community-level action to have community gardens and community facilities for the storage and processing of weaning foods. UNICEF should expand its cooperation in these fields.

Where there were malnourished infants and young children other services were also necessary that could give more rapid results than those just discussed; they also should be undertaken in a form that led to long-term arrangements and self-reliance. The health services would need to extend their capacity to monitor the health and nutritional status of the mother and child; to provide nutritional guidance; and to be able to arrange for the provision of food to low-income families where required. External aid for children's food was available from the World Food Programme and other sources, but because of national and international financial, logistical and administrative constraints, it covered the needs of only a small percentage of the population of developing countries. The problem of maternal and young child nutrition in families with very low income was under study in a number of organizations, including UNICEF. Based on the outcome, the Executive Director might have further recommendations for the next session. 20/

UNICEF, in its cooperation with NGOs, both through its Committee of Non-Governmental Organizations and with particular organizations engaged in providing developmental services at the country level, could encourage the undertaking of pilot support projects in poor urban and rural communities in developing countries.

Information media

The information media, especially radio but also increasingly television, would be in a position to provide information to the many who were not in touch with health services, and to arouse their interest in seeking the guidance of health workers where they were available. UNICEF should continue to help countries in the production of substantive material for use by the media, in cooperation with the health and other concerned ministries. Slide and sound projections were required for meetings, and for places where people gathered, such as markets.

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20/ Funds to make some start with this work during the next 12 months were approved in E/ICEF/P/L.2026(REC) and Corr.1.

Social support systems

Social support systems needed strengthening in a number of fields. The WHO/UNICEF meeting recommended maternity leave of at least three months; some countries now extended this to six. Arrangements for flexible working hours and facilities for breastfeeding in work-places were very helpful in industrialized countries, and at present applied to only a small percentage of the population in developing countries. Experience had shown that both creches and day-care centres could be developed in residential areas on a community basis and within the limits of community resources. UNICEF had helped in such arrangements as part of its participation in urban services, and this should be very much expanded.

Code of marketing of breast milk substitutes

A number of promotional and marketing practices of breast milk substitutes should be revised. These were set out in the recommended code adopted by the World Health Assembly in May 1981. Some countries would be seeking advice and help from WHO and UNICEF about the preparation of suitable national measures to give effect to the code, and UNICEF should be prepared to respond to such requests.

Board discussion

123. The importance of breastfeeding to improve infant nutrition was emphasized by virtually all delegations and UNICEF was encouraged to further its advocacy to protect and encourage the practice, taking into consideration the customs and conditions of the various countries concerned. It was especially important to take preventive action to preserve and promote the practice in countries where bottle-feeding had not yet made inroads. ...

Board conclusions

129. The Executive Board endorsed an increase in UNICEF's participation in relevant fields to protect and promote breastfeeding and good weaning practices, as set forth in paragraph 122 above.

May 1982, E/ICEF/695

60. The Board recognized efforts to improve the nutritional status of children and mothers as a high priority for UNICEF work. ...

...

64. Delegations welcomed the interagency coordination of the joint WHO/UNICEF nutrition programme and essential drugs project, while asking for more information on collaboration with other agencies when specific country plans had been worked out. ... It was also emphasized that the joint programme would give considerable attention to strengthening national capacity

and that every effort would be made to use local personnel. In conclusion, it was agreed that the Executive Director would report on the implementation of the joint WHO/UNICEF programme at the 1983 Board session.

E/ICEF/1985/12

54. Many Board members noted that the elements of the child survival and development revolution either directly or indirectly contributed to an improved nutritional status. The Board expressed the need for increased emphasis on growth monitoring which would permit women to monitor their children's development and provide them with the incentive to continue good nutritional practices. ...

...

56. Board members stressed the importance of the role of women as agricultural producers and urged UNICEF to provide them with the technical resources to improve domestic food production, particularly through more direct support for strengthening household food surveys. ...

Assessment of UNICEF's cooperation in education services

May 1980, E/ICEF/673

97. The Board had before it a report by the Executive Director (E/ICEF/L.1408) assessing the application of UNICEF policies of cooperation in education. ...

...

99. The qualitative assessment, in the Executive Director's view, brought forth clearly the need for one main new emphasis, namely to encourage and support the convergence of schooling in the education sector and of non-formal education in the various fields in which UNICEF cooperated (e.g., women's activities, water supply and sanitation, food and nutrition, health).

Board discussion

102. There was general agreement by delegations that the policies of cooperation in education previously adopted by the Board were still valid. ...

103. There was strong endorsement for extension of education, both formal and non-formal, as part of basic services, with a strengthening of the educational component of services outside the education sector, such as health, nutrition and water supply. ...

...

110. There was agreement that more attention needed to be given to increasing staff capacity and competence to help support the application of the policy emphases UNICEF would be concentrating upon.

Board conclusions

114. The Board adopted the following conclusions in connection with its review of the assessment of UNICEF's cooperation in education services:

(a) The Executive Board concluded that the current policy guidelines for cooperation in education which had evolved since the Executive Board session of 1972 (and which are summarized in "An overview of UNICEF policies, organization and working methods" (E/ICEF/670, paras. 146-151)) still remained pertinent and permitted UNICEF to respond to a broad range of needs and opportunities in diverse situations. The Executive Board further agreed with the conclusions of the present assessment: (i) that a sharper focus and selectivity in programme preparation were needed in order to put to best possible use the limited resources of UNICEF and (ii) that measures should be taken to seek greater effectiveness in the implementation of programmes. The Executive Board gave general endorsement to the recommendations contained in paragraphs 21 to 33 in the summary of the Executive Director's "Report on the assessment of the application of UNICEF policies in education" (E/ICEF/L.1408).

Programme focus

(b) The Executive Board urged UNICEF to continue to follow a comprehensive approach to meeting the learning needs of children, using both the formal and non-formal approaches. It was stressed that important elements of the comprehensive approach should be the dissemination of relevant information to parents, families and communities and strengthening and building educational components, including literacy activities, in such services as child health, sanitation, water supply, nutrition, child care and better family life, and women's programmes. The Executive Board emphasized the importance of reaching the large numbers of out-of-school children through non-formal approaches and supporting such reforms and reorganization of the primary school as to make it more widely accessible to the currently unserved children.

(c) The Board endorsed the policy that UNICEF inputs should be devoted to the reorientation and reform of the primary school rather than to the linear expansion of the existing system. With this end in view, the need for UNICEF to seek collaboration in projects with funding organizations such as the World Bank, UNDP and bilateral donors was underscored. The Board agreed that in line with its overall policy, UNICEF should continue to direct its educational inputs to programmes for underserved populations including girls and women and the low-income groups.

(d) Integrated approaches for the care and development of the young child that were both economically affordable and acceptable in terms of cultural values and practices were stressed as a special need deserving enhanced UNICEF support.

Programme implementation

(e) The goal of improved programme implementation was given high priority by the Executive Board. It was agreed that the efforts to achieve this goal should include such measures as strengthening the monitoring of programmes and projects, supporting exchange of information and expertise among developing countries regionally and globally, increasing UNICEF staff capacity and competence, and promoting cooperation between UNICEF and other international agencies concerned with basic education and basic services. The point was also made that UNICEF should take every opportunity to work with Governments and other concerned agencies including UNESCO to devise approaches for and promote active community involvement in education.

(f) It was agreed that the secretariats of UNICEF and UNESCO should explore the possibility of forming a joint committee of the Executive Boards of the two organizations in order to strengthen their cooperation in the field of education.

(g) It was strongly recommended that the report (E/ICEF/L.1408) was deserving of detailed consideration by professional educationalists, including representatives of developing countries.

Possible UNICEF/UNESCO joint committee

115. At the end of its debate on UNICEF policies in education and in the light of its conclusion set forth in paragraph 114 (f) above, the Board agreed on a procedure for selecting the UNICEF representatives to a joint committee of the Executive Boards of UNICEF and UNESCO, should such a committee be established and be able to meet before the next Board session. It decided to leave the selection of the UNICEF representatives to that committee to the Chairman of the Executive Board, in consultation with the Chairman of the Programme Committee, who would consult with those Board members who had indicated an interest, with a view to selecting individuals from among the delegations to the UNICEF Board who were particularly experienced, and interested in, the issues to be considered by the joint committee.

May 1983, E/ICEF/701

Formal and non-formal education

45. Recognizing relevant universal primary education and literacy as crucial to sustained progress in improving the situation of children and to accelerating child health and survival, the Executive Board approved the joint UNESCO/UNICEF programme on education as proposed in E/ICEF/P/L.2190(REC) and more fully elaborated in E/ICEF/Misc.401.

Conclusion

47. On the recommendation of the Programme Committee, the Executive Board:

(a) Endorsed the special initiative of UNICEF, in cooperation with UNESCO, to support and promote national and international efforts for achieving the goals of universal primary education and literacy, and to apply in its programmes the suggested strategies for progress towards that objective within the framework of the overall UNICEF goal of promoting a comprehensive approach to meeting the needs of children;

(b) Supported the Executive Director's plan to ensure that UNICEF played an active role, in collaboration with UNESCO, national Governments and other concerned organizations (intergovernmental and non-governmental, international, regional and national), in promoting a concerted international effort to achieve the goal of "education for all" by the end of the century.

E/ICEF/1984/12

64. A growing share of UNICEF resources was being devoted to non-formal community activities for early childhood care and education. The Executive Board fully endorsed the policy directions outlined in the document on early childhood development, noting that the programme actions to promote the psycho-social development of the young child through early childhood care and education were indispensable for the total development of the child (see paras. 74-79 below).

E/ICEF/1985/12

61. Many Board members emphasized the importance of women's literacy and education as a means of improving women's social and economic positions and of supporting child survival and development. ...

E. Early childhood development

E/ICEF/1984/12

74. This was the first time the Executive Board had addressed questions related specifically to the psycho-social aspects of the development of young children. The Board welcomed the document as a contribution to better understanding of the survival and development needs of children, particularly the mutually supportive and close link between the health and nutrition needs of the young child and the psycho-social aspects of the child's development. Having noted that this development process was at its most vulnerable at the points of interaction between biological, physical and psycho-social factors, the Board strongly endorsed the broad policy recommendations outlined in the document.

75. It was emphasized that the early childhood programme advocated by UNICEF should not be viewed as either a separate activity or a series of uncoordinated activities that were not linked to the child survival and development initiatives or that detracted from the child survival focus that was of paramount concern in most developing countries. In fact, a number of delegations emphasized that the early childhood programme should be viewed as an opportunity for developing a well-rounded strategy for child survival and development, helping to direct programme focus on priority needs in specific situations and promoting the development at the local and community levels. The Board also stressed that in all early childhood development programmes the specific socio-economic and cultural context of each country should be taken into account.

76. The central role of mothers, in particular, and the care-givers in the family, in general, in the development of the young child was underscored. The Board strongly endorsed the emphasis on education for women as one of the critical determinants of health, welfare and development of children. ...

Conclusion

79. On the recommendation of the Programme Committee, the Executive Board, emphasizing that all aspects of early childhood development programmes should be taken into account in UNICEF activities with due regard to the specific socio-economic and cultural context of each country, endorsed the conclusions and recommendations on early childhood development (E/ICEF/1984/L.1, p. 5) as follows:

(a) Bearing in mind the fact that a concern for comprehensive child development naturally includes concern for children's survival, health care, growth monitoring, attention to learning and stimulation designed to help them realize their full potential, attention to the intellectual, social and emotional aspects of child development should be incorporated into UNICEF basic services and primary health care programmes. Systematic attention should be given to creating a stimulating environment for the psycho-social development of the young child. Activities should be tailored to the local context and should aim both to draw on and to strengthen the resources available in the family and the community. Particular attention should be paid to the needs of mothers in pregnancy and of children from birth to two, as well as ensuring that programmes for three to six-year-olds address a broad range of urgent developmental needs, especially those of children living in poverty and affected adversely by forces of socio-economic change;

(b) UNICEF should encourage and support national efforts to diagnose the total development needs of children and should assist in formulating national policies and determining programme priorities, adopting affordable and cost-effective approaches in different socio-economic situations;

(c) In so doing, UNICEF should explore and encourage approaches that hold promise for reaching a high proportion of a nation's children, not just the few. It should not only be concerned with new or institutionalized approaches but should place equal stress or understanding and, as appropriate, furthering means to protect and maintain the existing or traditional ways through which children receive the stimuli for psycho-social development from their families or neighbourhoods or communities;

(d) UNICEF should collaborate with Governments, non-governmental agencies, United Nations agencies and bodies, universities, aid-giving agencies, communities and families in researching, evaluating and publicizing feasible and effective ways to incorporate psycho-social aspects in child development efforts;

(e) UNICEF should continue its efforts to strengthen its own capacity to foster the development of children with attention to their psycho-social needs by appropriate measures including the systematic evaluation of projects, appropriate training and deployment of its staff in response to countries' demands for child development activities and the preparation of a manual on child development to guide its field staff.

## F. Urban basic services

### Services for children in low-income urban areas

May 1980, E/ICEF/673

215. In the Board discussions it was recognized that considerably more progress needed to be made by UNICEF in helping countries take the needs of the urban child into account more systematically, and in extending services in low-income urban areas. ...

216. ... The Board had last reviewed its efforts to reach children in low-income urban areas in 1977, and according to the planning for future sessions it would review them again at its 1982 session on the basis of a report by the Executive Director.

May 1982, E/ICEF/695

25. The Board reviewed the work of UNICEF in urban basic services implemented through community participation. A report by the Executive Director, "Urban basic services: reaching children and women of the urban poor"

(E/ICEF/L.1440 and Add.1 and Corr.1), was prepared as a follow-up to Board consideration of this subject in 1978. 2/ Delegations strongly supported the expansion of UNICEF urban work.

Conclusions

33. The Board adopted the following urban programme strategy, set out in the report of the Executive Director (E/ICEF/L.1440, paras. 114-124):

The following recommendations reflect an integrated and strategic approach for focusing UNICEF response to the complex problems of urban poor children and women over this decade. They are not intended to detract from UNICEF actions and support for children and women in rural areas. Rather these recommendations should be implemented with an increased awareness of the relationships between the rural and urban situations. They are aimed at strengthening government efforts for developing and implementing practical solutions that will help solve urgent problems for women and children. This interrelated set of recommendations comprises an over-all programme strategy and details institutional implications of that strategy.

Programme strategy

In the light of both the growing numbers of urban populations and the increasing magnitude of their problems, UNICEF should expand and strengthen its support for urban programmes. The deprivation encountered by children and women in poor urban areas needs to be met by programmes focused on the needs identified in country-by-country situation analyses.

Application of the urban basic services strategy as a community-based programme approach should be continued and supported in additional countries, where analyses indicate potential and need, as well as expanded within and to other cities in countries where this approach is now operational.

UNICEF urban programmes should include the following critical priority areas: malnutrition; women's development activities; pre-school, day-care and early childhood development; responsible parenthood and family planning services; abandoned and disabled children; and water and sanitation.

Because of the complex nature of the problems of children and women living in urban poverty, UNICEF support should be designed with emphasis upon convergence of programme components - for example, women's literacy and income-generating activities, day-care and pre-school programmes and malnutrition as linked mother-child issues.

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2/ See Official Records of the Economic and Social Council, 1978, Supplement No.14 (E/1978/54), paras. 107-131; "Reaching the children of the urban poor" (E/ICEF/L.1372 and Corr.1); and "Basic services for children of the urban poor" (E/ICEF/L.1371).

UNICEF should advocate and support the systematic linking of social planning and development proposals, and support the incorporation of the urban basic services programme in government physical development projects such as sites-and-services, slum upgrading, water and sanitation, post-disaster settlements, and physical infrastructure for small and medium-sized towns and cities.

Institutional implications

UNICEF should give additional emphasis and support to efforts that would strengthen the capabilities of national and municipal institutions to deal with programme development and the implementation of urban basic services - for example, documentation, technical support and training.

Opportunities for the exchange of experiences on urban basic services among responsible officials, professionals and NGOs both within and between countries - for example, information, internships and project study visits - should be increased, both for advocacy and improved programme implementation purposes.

UNICEF should collaborate with NGOs to develop linkages with government actions in community-basic services programmes when appropriate and endorsed by Governments.

UNICEF should intensify its efforts to mobilize additional external resources for urban projects from other institutions - for example, agencies of the United Nations development system, multilateral financial institutions, bilateral aid agencies and NGOs - and to encourage these institutions to fund and implement economic, physical and social programmes in low-income urban areas that could broaden coverage to children and women in the low-income populations.

UNICEF should provide the additional technical, administrative, and programme support to field offices to undertake the urban strategy for the 1980s. A concerted attack on the increasing problems of urban poverty at the country level needs a more complete urban adviser support system at the regional and global levels. The diffusion of information on accumulated experience and training are key factors for improved performance. Finally, the increased funding of the urban basic services programme by UNICEF and the addition of mobilized funds for "noted" urban projects will be crucial.

May 1983, E/ICEF/701

49. The Executive Board welcomed the continued expansion of UNICEF urban activities as consistent with the urban programme strategy adopted at the 1982 session. ...

E/ICEF/1985/12

Urban programmes

63. Many delegations commented on the poverty and subsequent problems created by the rapid urbanization taking place in many developing countries. In particular, they were gratified that UNICEF attached particular importance to the plight of urban children, who were often worse off than children in rural areas. Delegations strongly supported UNICEF urban programmes and welcomed their continued high priority, especially where they focused on local community development and the problems of street children. At a time when essential services were so sharply curtailed, the promotion of urban basic services was considered essential. ...

## G. Water supply and sanitation

May 1980, E/ICEF/673

202. ... a number of delegations expressed concern over problems of operation and maintenance, particularly of hand-pumps. Emphasis was placed on the need for increased reliance on locally manufactured and standardized equipment in order to solve the problem of spare parts, and on the need for systematic training in pump maintenance, and technical supervision at various levels. The need to integrate water supply schemes with environmental sanitation was stressed, as was health education of the community as a major element in improving sanitation. ... it was suggested that evaluations be made of systems which, with UNICEF cooperation, had been installed for a period of four years or more.

### Drinking water supply and sanitation

May 1981, E/ICEF/685

Board conclusions

135. The Board adopted the following statement of conclusions on water supply and sanitation:

> "During 1980 there was substantial progress in applying the policies adopted by the Board in 1979. The programme of the Decade was expanding, though there were not yet enough country plans to indicate that the objectives of the Decade would be realized by 1990. UNICEF's participation was growing, though it would probably decline as a percentage of total external aid as other sources grew more rapidly. It would continue to serve the specific purposes of relating water and sanitation to national policies for children, to low-income areas, and to the involvement of women and communities.

"The 1980 experience with the policies as refined by the Board in 1979 did not suggest a need to change them in any way. However, the need for emphasis on the social aspects, especially women's involvement, health education and community involvement, had become even clearer. During 1980, progress was made in orienting government officials and UNICEF staff to this need. This long-term task was probably the key to making better progress with sanitation, the maintenance of village systems, and the more effective use of water in the household, leading in turn to a bigger impact on child health.

"The Board was concerned over the state of maintenance of drinking water and environmental sanitation installations in some project areas. For this reason the Board believed that UNICEF should considerably strengthen its cooperation in programme planning and promotion of governmental services and community participation in the maintenance and operation of such installations as hand-pumps, mechanized pump stations, protected springs, piped schemes, and latrines. It requested the Executive Director to report to the Board at the 1982 session on the maintenance of these installations."

May 1980, E/ICEF/673

136. The commitment approved by the Board for additional support to various programme fields (E/ICEF/P/L.2026(REC) and Corr.1) contained provision for support of regional workshops in 1982, and project design activities in five or six countries in 1983 focusing particularly on the social aspects.

202. ... a number of delegations expressed concern over problems of operation and maintenance, particularly of hand-pumps. Emphasis was placed on the need for increased reliance on locally manufactured and standardized mechanized pump stations, protected springs, piped schemes, and latrines. It requested the Executive Director to report to the Board at the 1982 session on the maintenance of these installations."

E/ICEF/1984/12

66. ... The Board welcomed the continued emphasis on water supply and sanitation activities and stressed that they should be linked to primary health care programmes. ...

E/ICEF/1985/12

58. Several Board members stressed that the provision of water supply and sanitation services remained a high priority in many areas, and noted the need to include that component in child survival and development activities. For that reason, delegations supported the catalytic role in the field and urged the organization to ensure that water supply and sanitation activities continued to receive their important share of general resources funds.

H. Responsible parenthood and family planning

May 1980, E/ICEF/673

212. ... There was general agreement that closer and increased cooperation with UNFPA was called for that would aim at the promotion of responsible parenthood and provide assistance for those aspects not covered by UNICEF. Maternal and child health services were not comprehensive without including family planning.

213. The Executive Director stated that UNICEF was committed to moving forward in responsible parenthood. Field staff would be alerted to give this important area more emphasis. He noted that reimbursable procurement of supplies and equipment essential to effective family planning services remained an important part of UNICEF activities. The inclusion of a section in country profiles reporting on responsible parenthood and family planning activities, begun this year, would continue as part of UNICEF's monitoring system.

Responsible parenthood and family planning

May 1981, E/ICEF/685

180. The Executive Director's progress report recalled that since considerable support was available from other sources for family planning services, UNICEF concentrated its efforts on supporting essential related activities in the fields of health, nutrition and education, including population education or family life programmes for mothers and fathers, which seemed to increase the motivation for smaller families. Emphasis was given to supporting educational and motivational efforts for responsible parenthood by whatever services were in contact with communities, adolescent girls and boys being an important audience for these efforts. In situations where national authorities wanted family planning to be part of maternal and child health services, and external support was insufficient, UNICEF could provide support for family planning services as such. Delegations expressed support for this flexible approach as an essential element of PHC, and emphasized the importance of continued close collaboration with UNFPA.

UNICEF response to women's concerns

E/ICEF/1985/12

82. The policy review paper entitled "UNICEF response to women's concerns" (E/ICEF/1985/L.1), summarized UNICEF actions in support of women since 1980 when the subject was last addressed by the Executive Board, reviewed the main lessons learned during that five-year period and drew conclusions for future

policy and programming. Prepared in response to a request made by the Executive Board at its 1984 session following discussions on the need to promote the role of women in society and in the development process, Board members felt that this subject would be particularly appropriate in view of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women, which was to be held in Nairobi in July 1985.

83. Board members recognized the multi-dimensional role of women in today's society. They emphasized the point that not only were women responsible for the care and nurturing of children but, in many instances, they were also the family providers, either earning money by working outside the home or engaging in agricultural production. In addition, women often coordinated the household finances. In order to take this multiplicity of roles into account, UNICEF was encouraged to continue to ensure that women were brought into the social, economic and development mainstreams. Along this same line, Board members strongly supported the shift in programme strategy from the short-term welfare approach to the longer-term development strategy based on community self-help and active participation.

84. ... Delegations strongly concurred that the advancement of women was essential to ensuring the success of the child survival and development revolution. In particular, they stressed that UNICEF should strengthen the connection between programmes for women and child survival and development activities by enhancing the socio-economic capacity of poor women at the household level to feed, care for and raise their children adequately. ...

...

86. The importance of giving high priority to female education was stressed by many Board members. ... In general, Board members agreed that literacy classes and educational activities were essential for ensuring that women achieved their greatest potential not only as informed mothers and household providers but also as active participants in the development process.

87. Many delegations strongly supported the development of long-term, comprehensive programmes in collaboration with other United Nations agencies as well as relevant bilateral and multilateral organizations and non-governmental organizations, as a means of increasing overall programme effectiveness. ...

88. Board members expressed concern about the apparent decline in expenditures from general resources for women's programmes at a time when supplementary funding had increased, and remarked that UNICEF policies on women and development should not be dependent on the willingness of a few donors to provide additional funding for those purposes. They added that this reduction of resources could prove detrimental to progress already made in improving the socio-economic condition of women, particularly in countries where the effects of the global economic recession have forced the curtailment of many social programmes that benefited women. ...

Conclusion

90. The Executive Board noted the broad and strong consensus on the timeliness of the paper (E/ICEF/1985/L.1) on the important subject of women's concerns and UNICEF response ... The Board noted the strong support for the recommendations of the paper and agreed that women-centered activities should be development-oriented rather than welfare-based and made integral to all UNICEF-assisted projects and programmes and executed in the context of each country's national development.

91. The Board recognized the importance of all women-centered activities (including female education and food security at the household level) being implemented in close consultation and collaboration with other concerned agencies both within and outside the United Nations system. The Board also saw a need for more involvement of UNICEF in promoting national policy developments and also in development of better statistical services in this area.

92. Within this framework, the Executive Board endorsed the following principles for the UNICEF response to women's concerns:

(a) UNICEF reaffirms its commitment to strengthen support actions that would yield direct social, health and economic benefits to women living in poverty, for their own well-being and in recognition of the fact that improvement of women's conditions was a necessary prerequisite for social development and for the improvement of the health and well-being of children;

(b) UNICEF should develop a programme strategy that would strengthen the links between socio-economic programmes directed to women at the household level and the child survival and development strategy, recognizing the interdependence between the health of children and the availability of resources to enable women to care for their children, as well as the benefit of reduced illness and improved child health and welfare to the mother and family;

(c) In that respect, due attention should be paid to the importance of male attitudes for fulfilling the aims of improving the socio-economic status of women;

(d) UNICEF should increase and strengthen collaborative efforts with national agencies capable of influencing national strategies so that programmes would "go to scale" and reach a significant proportion of women.

93. The Board noted that the following objectives would be pursued where appropriate to the needs of particular countries in furtherance of those recommendations:

(a) To strengthen UNICEF's participation with collaborating agencies in helping to improve programme preparation and implementation through:
(i) exploring pre-programme preparation needs to ensure maximum participation

of beneficiaries; (ii) planning programme design and implementation to specify expected programme impacts; and (iii) assisting in strengthening the agencies' monitoring capacities;

(b) To encourage and promote community-centered approaches to health services and family planning by mobilizing women to organize, plan and, as far as possible, implement programmes to meet the health needs of women; and to involve the community, men and women, in family planning education and enable men and women to make informed choices about means of family planning and child spacing; through collaboration with other agencies, to work for the eradication of female excision and other forms of child mutilation;

(c) To expand nutrition education to incorporate other critical needs of the poor (literacy, skills training, work, technologies, etc.); revise nutrition education curricula to reach diverse sectors of the community; and strengthen informal child-care arrangements to ensure proper nutrition;

(d) To intensify promotion of female education in collaboration with other agencies, including UNESCO, through actions that would ensure maximum enrolment and continuity of girls in school; increase post-literacy programmes; encourage more innovative approaches to non-formal education for adolescent and adult women that were more relevant to women's multiple functions. UNICEF should also take a stronger role in supporting occupational skills training for women that held prospects for attaining jobs and cash earnings;

(e) Through collaboration with other agencies, to intensify efforts to alleviate the hardship incurred by women and children in fetching water and firewood and undertaking other basic household tasks. To promote technological support by delivery labour-saving and time-saving devices and technologies that could maximize women's productivity and cash-earning capacities. Priorities for such technologies should be given in the area of food production;

(f) In collaboration with other agencies, to establish criteria to support income-generating projects based on their potential to be economically viable, to provide financial profitability to women and eventually to become self-sufficient and controlled by women, as distinct from the traditional small-scale welfare projects supported to date. That entailed commitment to an entrepreneurial orientation and required support of programme components focused on women's credit needs, skills training needs, production, marketing and management capacity, and where appropriate, assistance in the promotion of organized production groups;

(g) In collaboration with other agencies, to develop long-term comprehensive programmes to address the food scarcity crisis at the household level with particular attention to the technology and credit needs of women producers and day-care facilities for children;

(h) To develop systematic evaluations of women's projects at the field level to monitor outcome and impact in terms of UNICEF commitment to improve

women's socio-economic condition and highlight the UNICEF project experience for increased support;

(i) To ensure closer collaboration with United Nations, bilateral and non-governmental agencies in addressing women's concerns, particularly in the areas of health, food production, skills training, small-scale enterprises, development and technology support.

94. It further expressed its strong concern for the need to reverse the apparent decline in programme expenditure in women's concerns. The Board noted the intention of the Executive Director to achieve the goal of 33 per cent of women professional staff by 1990 and encouraged movement in this direction. The Board further requested that the need to focus UNICEF's work more strongly on women-centered activities be reflected in the implementation of the current medium-term plan, and that the progress of programme development and implementation on women's concerns should be reported annually through the Executive Director's report to the Board. The Board further requested that UNICEF, in pursuance of the above-mentioned objectives and recommendations, develop an internal implementation strategy which promoted accountability in terms of both verifiable objectives and an established time-frame for implementation. Such a strategy should give special attention to improved staff training and strengthening the focal point within UNICEF headquarters for the coordination of women's programmes, as well as the consistent implementation of these policies. (That conclusion was issued as document E/ICEF/1985/CRP.37/Rev.2.)

## I. Women, children and development

May 1980, E/ICEF/673

116. At its 1978 session the Board had requested a report by the Executive Director, to be prepared for its 1980 session, on the integration of women in the development process and its impact on the well-being of children (E/1978/54-E/ICEF/655). ...

...

118. The report before the Board (E/ICEF/L.1409) contained an overview of UNICEF policies of cooperation with respect to women and girls, programme guidelines, and an assessment of selected programmes. It made a number of recommendations for future programme emphases.

Board discussion

132. The general directions and recommendations contained in the report of the Executive Director were endorsed by the Board. It was agreed that new Board policies were not required at this time and that implementation of programmes along the lines set forth in the report should be accelerated. ...

Income generation

141. ... Delegations agreed that more emphasis should be placed on training for various income-earning skills, and on support for their use, such as credit schemes, marketing, child-care arrangements, and appropriate technology. More projects involving women were called for in agriculture, livestock raising and fishing, and small-scale manufacturing of consumer goods. It was suggested that UNICEF cooperation directed primarily towards other fields, for example health services, could be dovetailed with income-generating activities.

142. Women who were economically responsible for the family should be a special focus for attention. The situation of the mother as the head of the household was a complex one, involving many roles and her capacity to bear the physical and emotional burden of single parenthood. UNICEF was asked to expand its cooperation with Governments to include the preparation of appropriate schemes for project development in this area.

...

148. Finally, there was a consensus among delegations that if UNICEF'S goals were to be met, more women would have to be employed in high-level positions. 25/

Board conclusions

149. At the conclusion of its debate the Board agreed that UNICEF should:

(a) Advocate a broad perception of women in society and in the development process, taking the view that women were not limited to motherhood or domestic roles but should be seen in the totality of women's roles - as mothers and wives, as economic providers, as citizens and leaders at all levels, and as individuals in their own right; in the context of this view UNICEF should also advocate the need to expand shared roles of men in family life and child care;

(b) Give priority in its cooperation in programmes for low-income women in developing countries to those activities that had the strongest positive effects on the well-being of children, and that considered especially the needs of women and girls in disadvantaged groups (such as women heading households, urban migrants, refugees and nomads);

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25/ See, in this connection, paras. 256-257 of the 1980 Executive Board report.

(c) Help develop income-generating programmes for women that derived from manufacturing, trading and food production activities, including training of women in marketable skills and management, and making available cash grants for credit schemes;

(d) Strengthen social support services for women engaged in income-generating activities, including appropriate technology to lighten the time-consuming and heavy burden of household work, suitable child-care arrangements and the promotion of work environments encouraging women to breast-feed;

(e) Continue to support individual and organized participation of women as active initiators, leaders, and managers in the provision of basic services through health, nutrition, education, water supply and sanitation, involvement in all phases of the programme - problem identification, implementation, monitoring and evaluation;

(f) Encourage serious attention in programme planning, implementation, monitoring and evaluation to the possible impact of programme activities on the situation of women and girls; in particular, UNICEF should urge aid donors, both bilateral and multilateral, to monitor the effect of major development projects on the quality of family life and the changing status of women in the community;

(g) Collaborate with Governments in the eradication of the practice of female circumcision, supporting national initiatives and taking cognizance of cultural and religious sensitivities in this subject area;

(h) Draw on the interest and experience of NGOs in programmes related to women, children and development;

(i) Sustain a high level of consciousness among UNICEF programme officers and other UNICEF staff of the importance of enhancing the situation of low-income rural and urban women and girls in developing countries;

(j) Recruit more women into the professional staff of UNICEF, especially in senior positions, recognizing also the need for more women from developing countries.

May 1983, E/ICEF/701

48. UNICEF has long emphasized the crucial role of women in the delivery of children's services; however, the concept of women as economic providers received special attention at the 1983 session. The Executive Board commended the move towards that concept as more accurately reflecting the multiplicity of women's potential as key partners in development. Strong support was urged for its translation into action. It was pointed out that income-generating activities for women, especially in urban areas, were in many cases a prerequisite for improving conditions for children.

E/ICEF/1984/12

67. There was general agreement on the need to promote the role of women in society and in the development process, since women should not be limited to motherhood or domestic roles but should be recognized in all their roles - as mothers and wives, economic providers, citizens and leaders at all levels and individuals in their own right.

...

69. The Board welcomed the increase in UNICEF support to education for women and its inclusion as a component of the child survival and development strategy. ...

70. The Board also noted with approval the continued efforts of UNICEF to promote the participation of women in all aspects of basic health and nutrition activities, stressing that it was essential for child survival and development.

## J. Commitments approved

May 1980, E/ICEF/673

4. ... It approved commitments totalling $244 million and agreed that the Executive Director could bring to the 1981 Board session recommendations for commitments from general resources totalling $393 million, subject to the condition that the estimates of income and expenditure in the medium-term work plan continued to remain valid.

...

77. The Board approved the medium-term plan for 1979-1983 as a framework of projections. Paragraph 242 below gives the Board's authorization to the Executive Director with regard to the dollar volume of commitments from general resources to be prepared for the 1981 Board session.

78. At its session the Board approved commitments totalling $244 million. 16/ Of that amount $213 million was for cooperation in programmes. This consisted of $164 million in programme aid and $49 million (gross) - ($40 million (net)) - in programme support services. ...

79. In addition, the Board noted 35 recommendations for support by specific-purpose contributions, bringing the total amount for which supplementary funding was being sought to $130 million. ...

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16/ For details, see annexes I and II of the 1980 Board report.

...

241. ... It was estimated that additional commitments would enter into effect during the remainder of 1980 as a result of the funding of noted projects from supplementary (specific-purpose) contributions and contributions to Kampuchea relief operations. These are expected to bring the total of commitments made in 1980 to $344 million. ...

242. The Board approved a total of $393 million for commitments from general resources to be prepared for submission at the 1981 Board session. This amount was subject to the condition that estimates of income and expenditure made in the medium-term work plan continued to be valid.

May 1981, E/ICEF/685

68. The Board approved for multiyear implementation new programme commitments to be funded from general resources totalling $351 million. ...

...

70. A commitment of $5 million was made to cover the revised administrative and programme support budgets for 1981, bringing the total firm commitments at the session to $312 million.

71. In addition, the Board "noted" 49 recommendations as appropriate for support by specific-purpose contributions, totalling $156 million. The majority were "noted" components of projects for which the Board had also approved commitments from general resources, and they provided an opportunity for expanding established activities. Together with previously approved unfunded "noted" projects the total of specific-purpose contributions sought for "noted" projects at the close of the Board session amounted to $310 million.

May 1982, E/ICEF/695

56. On the recommendation of the Programme Committee, the Executive Board approved commitments from the general resources totalling $227 million, about one third of which will be called forward in 1982 and 1983 and the remainder later. In addition, the Board "noted" 36 projects totalling about $252 million for financing through specific-purpose contributions, including two unusually large projects for $100 million for nutrition and essential drugs which Italy had already pledged to fund.

May 1983, E/ICEF/701

30. On the recommendation of the Programme Committee, the Executive Board approved commitments from general resources totalling $109,368,224, about one fourth of which will be spent in 1983-1984 and the remainder later. ...

Interregional commitments

33. Commitments approved by the Executive Board included an interregional commitment to support new initiatives and opportunities for accelerating child health and survival (see E/ICEF/P/L.2188(REC) and Corr.1). ...

34. Concern was expressed over the magnitude of the interregional commitment, especially when combined with the interregional fund for programme preparation (see E/ICEF/P/L.2187(REC)) which was also approved at the session. ... As requested by several delegations, future proposals for global and interregional commitments will be summarized in a single document.

E/ICEF/1984/12

48. On the recommendation of the Programme Committee, the Executive Board approved new commitments from general resources totalling $104,953,766 for 38 country, regional and interregional programmes. ...

49. The Executive Board also "noted" 27 projects totalling $59,511,000, to be funded from specific-purpose contributions.

Infant Mortality Reduction Reserve Fund

E/ICEF/1985/12

71. As requested by the 1984 Executive Board, a report on the use of special and reserve funds, which also included a report of activities supported by the Infant Mortality Reduction Reserve Fund in 1983 and 1984, was presented in document E/ICEF/1985/CRP.27. The Infant Mortality Reduction Reserve Fund recommendation (E/ICEF/1985/P/L.33) was endorsed and discussions were generally favourable.

Interregional fund for programme preparation, promotion and evaluation

E/ICEF/1985/12

72. The recommended commitments for the interregional fund for programme preparation, promotion and evaluation (E/ICEF/1985/P/L.28) were approved. However, several delegations expressed the view that the fund should be used specifically, and within certain limits, for activities directly related to programming. They stressed that promotion activities, the publication of reports and evaluations and joint collaborative efforts should be financed from other sources. They also urged the secretariat to provide a clearer description of the objectives, progress reports and impact evaluations in the future.

Interregional programme for essential drugs

E/ICEF/1985/12

73. There was general support for the interregional programme for essential drugs (E/ICEF/1985/P/L.31). The need for working capital for essential drugs was recognized and supported, although some concern was expressed about the need for programmatic elements and for clarification of whether this programme would duplicate efforts by WHO. ... The recommendation was approved by the Executive Board. ...

Commitments approved at the session

80. On the recommendation of the Programme Committee, the Executive Board approved the recommendations of the Executive Director for programme cooperation, as summarized in document E/ICEF/1985/P/L.1. The proposed total new commitment for programme cooperation and the replenishment of the Emergency Reserve Fund to be financed from general resources was $303,053,422. In addition, the Board "noted" programmes to be funded from specific-purpose contributions to the amount of $223,215,000, as summarized in documents E/ICEF/1985/P/L.1 and E/ICEF/1985/P/L.29/Add.1.

## K. Emergencies

May 1980, E/ICEF/673

Kampuchea relief operation

218. Apart from approving the recommendation for an input from general resources for cooperation in Kampuchea, and the recommendation enlarging the emergency reserve, no new formal decisions were taken by the Board with regard to either UNICEF's activities in Kampuchea or general policy on UNICEF's involvement in emergency relief. ...

...

222. In the course of the discussion both in the general debate and the Programme Committee the following points, expressed in different ways, were generally agreed upon with regard to Kampuchea:

- There was general approval of UNICEF's activities in Kampuchea along with an appreciation of the greatly increased workload on the staff including senior management; particular appreciation was expressed for the work of the staff directly involved in the area;

- There was recognition that UNICEF had been drawn so far into this emergency both because of its mandate and its special capacities, which should be retained and strengthened;

- There was appreciation that the requirements of the Kampuchea emergency for additional financial support had had an adverse effect on contributions to UNICEF for other noted projects;

- There was general endorsement of the Executive Director's intention to review the situation in Kampuchea and UNICEF's own role in the autumn, in consultation with UNICEF's other partners and with the officers of the Board;

- There was support for the aspiration that by the end of the year UNICEF could be relieved of its role as lead agency for Kampuchea and return to its more normal functions in that country.

...

224. Appreciation was expressed to the Chairman of the Board for his special visits to Ethiopia and Somalia ... as well as for accompanying the Executive Director on his recent visit to the frontier area in Pakistan to view at first hand the problem of refugees from Afghanistan. In recognition of the urgency and of the need for UNICEF cooperation in these situations, the Board approved a number of commitments and notings. 42/

Policy on involvement in relief operations

225. On the more general question of UNICEF's involvement in emergencies, the Executive Director indicated his intention to augment UNICEF's organizational capacity in such a way that it could respond effectively to emergency situations without detriment to its more fundamental role of assisting Governments in long-range programmes of basic service for their children. He also expressed his intention to raise in ACC the general question of the United Nation's capacity to respond to emergencies, since it was clear that one of the reasons for UNICEF's extensive involvement was its unique mandate enabling it to deal with Governments or authorities not members of the United Nations or specialized agencies, and also its general capacity in the fields of supply and logistics.

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42/ For Ethiopia, $24 million in commitments and $10.7 million in notings for the period 1980-1983 (E/ICEF/P/L.1961(REC)/Rev.1); for Lebanon, $1 million in commitments and $28 million for notings (E/ICEF/P/L.2006(REC)); for Pakistan, $6.5 million in notings for the period 1980-1981 (E/ICEF/P/L.1922(REC)); and for Somalia, $1.4 million in commitments and $17.6 million in notings for the period 1980-1982 (E/ICEF/P/L.1970(REC)).

226. The general view was that no new entity in the United Nations system should be created, but there was also widespread support for the view that the United Nations system's capacity as a whole should be strengthened so as to respond more effectively to emergencies.

227. Consequently, the Executive Director's intention to explore ways in ACC was fully supported, with the indication by several delegations that they would also pursue this matter in other appropriate intergovernmental bodies of which they were members.

228. There was general support for the Executive Director's intention to explore ways in which UNICEF's own capacity to respond to emergencies could be augmented without necessarily significantly enlarging the Emergency Unit at headquarters; it would probably be more through a modest increase of staff in disaster-prone areas who could be used for UNICEF's basic tasks and would also be available for emergencies. The Executive Director might have more precise proposals to make to the Board at its next session.

## Assistance to children and mothers cared for by liberation movements

230. With the independence of Zimbabwe, a new situation had been created bringing with it the hope for the speedy return of Zimbabwean refugees to their home country as well as the resettlement of persons displaced within the country. Accordingly, UNICEF had already established an office in Zimbabwe and a recommendation for cooperation in children's services had been prepared, which was subsequently approved by the Board. 43/

231. Assistance by UNICEF to the Namibian refugees would continue during 1980 from balances available from earlier commitments. Should a political solution for the Namibian question be reached during 1980-1981, UNICEF would explore, with the competent authorities, further requirements in relation to the needs of children and mothers in Namibia.

232. The Board also approved recommendations for assistance to Palestinian children and mothers in Jordan, Lebanon, the Syrian Arab Republic and the West Bank and Gaza. 44/

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43/ This amounted to $2,350,000 in commitments for 1980-1981 and $10 million in notings for 1980-1982 (E/ICEF/P/L.2020(REC) and Corr.1 and Corr.2).

44/ This amounted to $1,800,000 for commitments and $4,000,000 for notings for the period 1980-1982 (E/ICEF/P/L.2011(REC), E/ICEF/P/L.2012(REC), E/ICEF/P/L.2013(REC), and E/ICEF/P/L.2014(REC)).

May 1981, E/ICEF/685

139. The Executive Director believed that at present, UNICEF policies appeared to be generally adequate, although they had not been sufficiently applied in relation to seriously deteriorating economic situations and to some situations where the need was not publicized or for other reasons did not attract a substantial flow of aid from other sources.

...

141. The Executive Director shared the general hope that the United Nations system would strengthen its capacity to deal with emergencies. He believed that there would be advantages in a standing arrangement about the lead agency (this could normally be UNDP), to be departed from only in exceptional circumstances. UNICEF would be an active participant in the system's response where children were substantially involved.

142. Underlying the views of delegations about UNICEF's involvement in emergencies was their conviction, as set forth elsewhere in this report (paras. 6, 25, and 33 above), that UNICEF's principal concern must be with the "silent" emergencies which seriously affected hundreds of millions of children and mothers daily. While delegations recognized that UNICEF had an important special role to play in relief assistance, they reiterated their agreement with the earlier position of the Board that it should be limited in extent. ...

...

143. Most delegations agreed that it was desirable for UNICEF to systematize and organize better its handling of crisis situations, and supported the Executive Director's proposals in this direction. ...

...

146. The Board adopted the following conclusions with regard to UNICEF's involvement in emergency relief, rehabilitation and special situations:

> "The Executive Board reaffirmed its current policy with regard to UNICEF's involvement in emergency relief, rehabilitation and special situations. This included a recognition that the general policy of UNICEF was that it might have to play a distinctive role not available to other agencies in meeting the immediate and particular needs of children in natural and man-made emergency situations; that large-scale emergency assistance should, in principle, be financed to the maximum extent possible by specific purpose contributions; that UNICEF would not assume lead-agency responsibilities in a major emergency, except in rare instances; and that lead-agency responsibilities should be accepted only after consultation and agreement with the Board.

"The Board also believed that, without detriment to UNICEF's major concern with long-range development programmes, more systematic attention needed to be given to consolidating UNICEF's capacity to respond to emergencies; and that UNICEF should cooperate closely with other concerned organizations in the international community.

"The Board considered that UNICEF should cooperate fully in the current Economic and Social Council deliberations aimed at the coordination of humanitarian relief activities within the United Nations system. It decided to review its policies in this regard at its 1982 session in the light of the Economic and Social Council decisions."

147. A number of delegations did not believe that the emergency reserve fund should be increased to $5 million, and at the suggestion of the Executive Director, it was agreed to leave it at its present level of $3 million.

May 1982, E/ICEF/695

54. UNICEF work in emergency relief, rehabilitation and special situations was detailed in two reports, "Kampuchean emergency relief operations" (E/ICEF/L.1449) and "Progress report on UNICEF cooperation with African countries in special situations" (E/ICEF/L.1450). ... There was general agreement that the invaluable experience which UNICEF gained while acting as lead agency in the Kampuchean relief operations should not be lost. In this context, the Board noted the strengthening of the existing emergency unit as well as the programme of staff training. ...

55. ... In conclusion, with regard to the report on UNICEF cooperation with African countries, delegations supported the recommendation of the Executive Director for continued UNICEF attention and action for African countries in special situations.

## The emergency situation in Africa

E/ICEF/1984/12

### Need for special attention

30. The crisis facing children and their families in Africa and strengthening the capacity of UNICEF to assist them was a major theme for general debate. Although the increase in UNICEF support for such efforts was acknowledged and welcomed, many delegations agreed that the continuing deterioration of the emergency situation was cause for serious concern and emphasized the need to give special attention to Africa.

...

36. The Executive Board endorsed efforts to strengthen existing UNICEF offices in Africa, particularly in West Africa, by redeploying personnel and using consultants on a short-term basis and by speeding up the recruitment of qualified staff (see para. 46 below). ...

37. Delegations welcomed the extent of the UNICEF contribution to the total United Nations response to the overall development needs of Africa. ...

...

41. The Executive Board approved $23.6 million in new programme commitments for general resources and $15 million for "noted" projects for 12 countries in Africa (see paras. 48-50 and annex VI below).

...

71. ... The Board commended UNICEF for its efforts to respond more effectively to emergencies and endorsed its approach, which focused on the restoration of living conditions and services for children and mothers while linking those efforts, wherever possible, with strengthening ongoing child survival and nutrition programmes. ...

72. ... The Executive Board strongly endorsed the emergency measures initiated by the Executive Director and noted that UNICEF had already responded to the most critical needs in 11 drought-striken countries with $10 million in supplementary assistance. The Board cautioned, however, that such efforts should be coupled with long-term goals aiming at self-sufficiency. The Board also commended UNICEF for its efforts to achieve greater flexibility and adaptability in order to respond quickly to the most urgent needs.

E/ICEF/1985/12

100. ... Virtually all delegations spoke in support of the increased aid to Africa by both UNICEF and the Office for Emergency Operations in Africa, and of the coordination between UNICEF programmes and actions by the Office for Emergency Operations in Africa. Major emphasis was given to the importance of linking emergency responses to ongoing UNICEF programming, because the drought was not a one-time crisis but a situation that had developed over time and would have repercussions for many years. As a result, the current problems only increased the need for long-term, development-oriented action.

Conclusion

102. Following the plenary discussion, the Executive Board:

(a) Endorsed the UNICEF emergency programme in Africa;

(b) Stressed the need for a continuous flow of information to the Board on programme planning and execution as part of the general United Nations response coordinated by the United Nations Office for Emergency Operations in Africa;

(c) Requested an analysis of the emergency programme as it related to the overall UNICEF programme in Africa and its administration.

Emergency operations

E/ICEF/1985/12

69. ... The Board commended UNICEF for its prompt and effective response, and noted that the organization had been successful in devising and implementing innovative approaches to emergency assistance. In addition, the Board stressed that UNICEF emergency assistance should also include, as a priority concern, measures designed to strengthen long-term development, especially in the field of health. The Board welcomed the increased collaboration with other United Nations agencies, bilateral aid programmes and international and national non-governmental organizations was welcomed.

## L. External relations

May 1982, E/ICEF/695

81. In the Board discussion, several delegations welcomed the emphasis on external relations activities and expressed the view that the main directives being envisaged for this function should be reviewed by the Board. The Executive Director agreed that a paper on external relations policy would be prepared which the Board would review at its session in 1983. ...

May 1983, E/ICEF/701

108. In the Board discussion, relations with Governments were commented on by several delegations. It was suggested that not enough emphasis had been given in the policy review to maintaining and strengthening those links. The question of relations with Governments in the efforts to increase government contributions had also not been dealt with sufficiently; the very uneven distribution of government contributions served to illustrate the potential in that area. It was recommended that more information on that subject be provided at future sessions.

Policy and programme support communications

123. ... While agreeing with the Executive Director that, when difficult choices had to be made, priority should be given to allocations which had a direct and positive impact on UNICEF capacity to deliver assistance to children, one delegation pointed out that that capacity was not only a function of operational efficiency; the capacity to assist children also depended on the financial resources available to the organization and the basis for that was well-informed, favourable public opinion developed through external relations activities.

124. ... The increased importance given to project support communications was welcomed, as was the decision to use more nationals in that field.

125. ... They welcomed the trend towards co-production and urged that even more emphasis be given to cooperation and publication within developing countries. The proposal to reach further into communities by using widely read non-United Nations languages was also welcomed. It showed that UNICEF was increasingly sensitive to the need for advocacy in all countries.

Programme funding

127. ... Delegations stressed the dependency of the fund-raising capacity of UNICEF on its external relations activities. Further efforts were needed to persuade Governments and National Committees to direct their contributions increasingly towards general resources. ...

Conclusion

133. In their concluding remarks, delegations agreed that the future direction and management of external relations required central guidance, with the Office of the Deputy Executive Director, External Relations, serving as a locus for liaison and coordination. ...

135. The following conclusion was adopted by consensus at the end of the debate on external relations:

> "The Executive Board, having reviewed the policy review on the subject of UNICEF external relations (E/ICEF/L.1455), endorses the approach contained in the review and encourages the Executive Director to take the appropriate administrative action necessary to further improve and extend the external relations activities of UNICEF, makinf full use in the process of the assistance of the National Committees for UNICEF, whose special position in the UNICEF system is fully recognized."

E/ICEF/1984/12

119. External relations activities were considered as important as programme and administrative activities. It was generally recognized that the external relations function included much more than helping to safeguard or increase funding or enhancing the image of UNICEF. Central to its function was the constant effort to mobilize public and private concern for the well-being of children of the developing world, whether or not such support was connected to UNICEF, and to increase understanding of the needs of children everywhere.

## M. Cooperation with United Nations agencies and bilateral sources of aid

May 1980, E/ICEF/673

185. There was general recognition, in the general debate of the Board and its discussion of a number of agenda items, that the impact of action by UNICEF was increased when its inputs had some relation to those from other sources - technical, financial and operating agencies in the United Nations system, bilateral aid agencies 33/ and NGOs. 34/

186. In view of the growing scope of UNICEF's work, and the welcome trend for other organizations to become more involved in problems of traditional interest to UNICEF, it was felt to be especially important that the existing and largely informal system of cooperative relationships with other agencies in the United Nations system be examined in order to ensure a more systematic exchange of relevant information, joint reviews of programme emphases and priorities, and, where needed, operating procedures for coordination of effort and sharing of tasks. The Board decided that exploration be undertaken of the possibility of a joint committee between the Executive Boards of UNICEF and UNESCO, similar to the one between UNICEF and who which had been in existence for many years (paras. 113 and 115).

...

188. ... As regards emergencies, there was general support for the Executive Director's intention to explore in the Administrative Committee on Coordination (ACC) the possibilities for generally strengthening the United Nations system's capacity and improving methods of cooperation. 35/

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33/ See paragraphs 30, 35, 39-40, 44-46, 49, 59, 70, 95, 96 (d), 101 (last subpara.), 111-112, 114 (c) and (e), 126, 138, 144, 149 (f), 157, 161, 164, 170-171, 172 (v) and (vii), 196, 199, 202, 203, 205-207, 211-213, 216 of the 1980 report.

34/ See paragraphs 35, 47, 54, 57, 59-63, 67, 71, 73 (b) (i) and (c), 144, 146, 149 (h), 161, 168-169, 171-172 (v) and (vi) of the 1980 report.

35/ In this connection, see paras. 225-227 of E/ICEF/673.

## N. Cooperation with non-governmental organizations

### May 1980, E/ICEF/673

267. ... The key contributions of NGOs were underlined in the Board's debates on IYC follow-up, and on women, children and development. The value of UNICEF's drawing on the expertise of NGOs in areas in which they had special experience and competence was amply illustrated at the session by the report of Rehabilitation International. It was also apparent in many of the recommendations coming before the Programme Committee that NGOs were providing an additional dimension, in some cases an innovative one, particularly involving community-level activities in such fields as PHC, water supply and sanitation, women's activities and non-formal education.

### May 1982, E/ICEF/695

86. Delegations encouraged closer UNICEF/NGO cooperation. They recognized the unique contribution NGOs regularly make to UNICEF programmes, not only for their ability to mobilize community support for various projects, but also for their efficient use of human and financial resources. ...

...

90. The Board urged UNICEF to ensure that cooperation with the United Nations system and other sources of aid, including bilaterals and NGOs, was improved and coordinated. Special reference was made to cooperation with NGOs active at the grass-roots level.

### E/ICEF/1984/12

113. In approving the medium-term plan, the Board noted that the Non-Governmental Organization Forum was an innovation that should be repeated.

### Non-Governmental Organizations Forum

### E/ICEF/1985/12

165. In connection with the fortieth anniversary of UNICEF, it was recommended that the Non-Governmental Organizations Forum should be broadened to a symposium with the theme entitled "Children First". The anniversary would also provide a good opportunity to create National Committees for UNICEF in a number of developing countries.

...

190. Having received reports from the Chairperson of the Non-Governmental Organizations Committee on UNICEF on activities undertaken by non-governmental organizations and on the Non-Governmental Organizations Forum held in association with the Executive Board session (E/ICEF/1985/NGO.1), the

Executive Board adopted the following recommendation on cooperation with non-governmental organizations as contained in E/ICEF/1985/CRP.43:

The Executive Board,

Having received the report of the Non-Governmental Organizations Committee on UNICEF and the report of the Non-Governmental Organizations Forum on "The Female Child Today" (as contained in E/ICEF/1985/NGO.1);

Notes the NGO recommendations to UNICEF contained in E/ICEF/1985/NGO.1;

Commends the NGO Committee on UNICEF for organizing a second successful NGO Forum in association with the regular session of the Executive Board;

Further commends the NGO Committee on UNICEF for its continuing efforts in generating support for UNICEF activities;

Recognizes that UNICEF should strengthen its effective, planned cooperation with non-governmental organizations, including increased participation of representatives of non-governmental organizations in UNICEF activities;

Recommends that the Executive Director encourage the Non-Governmental Organizations Committee on UNICEF to organize a broader-based Forum with the participation of members of the Executive Board and representatives of National Committees for UNICEF in association with the 1986 regular session of the Executive Board, bearing in mind themes appropriate for the fortieth anniversary of UNICEF.

## O. National Committees for UNICEF

May 1980, E/ICEF/673

266. ... Some National Committees planned to continue the collaboration already developed with the successors to IYC National Commissions; some intended to widen the range of their interests to problems of children in industrialized countries, including their own. These steps would provide greater opportunities for advocacy and information, particularly development education - a relatively new area which IYC had shown to have considerable potential for expansion. In response to suggestions made by some delegations that greater support be given by the UNICEF secretariat to National Committees for the expansion of their work in these fields, the Executive Director stated that he intended to follow up on this on a case-by-case, country-by-country basis.

May 1982, E/ICEF/695

85. ... In recognition of their National Committees' valuable contribution to, and knowledge of, UNICEF efforts to improve the conditions for children, some Governments included a representative from the National Committee on their delegation to the Executive Board. 4/ The importance of encouraging key persons of National Committees to undertake field observation tours and thus gain a fuller appreciation of country programmes was emphasized and a report was presented on a study tour to Sri Lanka and Viet Nam in which 17 National Committees from Australia, Canada and Europe participated.

May 1983, E/ICEF/701

111. Many delegations expressed satisfaction with the growing recognition of the importance of UNICEF National Committees, illustrated by the fact that more than one third of the Committees were represented in delegations to the Board. There was general approval for a proposal to encourage the formation of National Committees in a few higher-income developing countries, following the guidelines established by the Executive Board in 1976, 9/ and for locating the global function for National Committees at Geneva. ... Representatives also supported the establishment in developing countries of joint advisory groups in support of children or children's committees to mobilize efforts to solve problems facing children in their communities.

## P. Monitoring and evaluation

May 1983, E/ICEF/701

52. The Executive Board stressed that in the current economic climate of constrained resources for social development, more effort was required to monitor the effectiveness of programme delivery and evaluate impact in terms of pronounced objectives. In the case of "noted" projects, the importance of improved regular progress reporting on project implementation in both financial and physical terms was called for.

53. ... Delegations hoped that more in-depth information on project performance, especially with regard to low-cost interventions, could be shared with the Executive Board and welcomed the assurance that the Executive Director would report more fully on evaluation at the 1984 session.

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4/ Australia, Austria, Canada, German Democratic Republic, Federal Republic of Germany, Hungary, Sweden, Switzerland and Yugoslavia.

9/ See paragraph 32 of the 1983 report.

E/ICEF/1984/12

Evaluative activities

83. There was general support for UNICEF maintaining a flexible, pragmatic and practical approach to evaluative activities, as well as for utilizing country-specific criteria in the process. ...

...

86. Many Board members supported the decentralization of evaluative activities within UNICEF and suggested strengthening the role of the planning and evaluation section at UNICEF headquarters in setting priority themes for cross-country evaluations, analysing and synthesizing evaluation reports, managing the computerized information on programme data and evaluation and applying evaluation results. ...

87. In order to enhance the objectivity of evaluations, several delegates suggested the increased use of external consultants and joint evaluations with donors. The use of evaluation as a management tool to improve programme performance was also stressed.

88. Board members expressed the need for an overall evaluation strategy and requested the secretariat to include a provision for evaluation and monitoring in all country programmes. Stressing the need for an annual implementation review as described in the policy review document, delegates felt that in this way alternative methods of cooperation could be considered, where appropriate. The secretariat was therefore requested to provide the Executive Board each year with detailed information on evaluative activities, outlining the progress achieved in the implementation of the recommendations contained in the overview paper and the use of evaluation results.

...

89. On the recommendation of the Programme Committee, which felt that country-specific evaluative activities should be funded primarily from country programme funds while the interregional fund for programme preparation might be utilized for regional and global evaluations, the Executive Board:

(a) Endorsed the conclusions and the following four recommendations contained in the paper on "Overview of evaluative activities in UNICEF" (E/ICEF/1984/L.3):

(i) UNICEF should take steps to build further on continuing efforts to improve the quality and relevance of its own evaluation system and to standardize these improvements throughout the organization;

(ii) UNICEF should continue priority support for activities aimed at supporting the development of national information, monitoring and evaluation systems;

(iii) UNICEF should continue to support the identification and systematic collection and analysis of a limited number of key indicators which would assist countries in developing data bases on children and women. This would strengthen their capacities to monitor the changing situation of these groups;

(iv) UNICEF should work towards improving retrospective and ongoing evaluation activities;

(b) Further endorsed the notion that monitoring and evaluation be further developed and used as effective management tools, with due focus on independent and external evaluation whenever necessary;

(c) Noted the views expressed by some delegations on the establishment of a central evaluation unit;

(d) Requested that a section on evaluation should be included in the report of the Executive Director to the Board.

E/ICEF/1985/12

65. There was general agreement that improved monitoring and evaluation capacities were essential for effective programme delivery. ...

66. In addition, Board members stressed the need for ensuring a high degree of cost efficiency while assessing the long-term impact of UNICEF programmes. It was felt that impact studies would serve to improve programme design as well as implementation. ...

67. Many delegations commented on the need for the results of monitoring and evaluation activities as well as any conclusions reached to be made available to Board members, preferably as part of the country programme documentation.

## Q. Maurice Pate Memorial Award

E/ICEF/1985/12

74. The Board awarded the 1985 Maurice Pate Memorial Award to the National Institute of Public Cooperation and Child Development in India for its distinguished work in the development of services for children, training, research and advocacy (E/ICEF/1985/P/L.27).

## II. ADMINISTRATION AND FINANCE DECISIONS

### A. Budgets

May 1980, E/ICEF/673

259. ... Although most delegations generally supported the budget proposals, a number of them expressed reservations and raised questions about certain elements in the budgets (E/ICEF/AB/L.219, paras. 33-41).

261. In accordance with the recommendations of the Committee, the Board adopted the draft resolutions set out in the Committee's report (E/ICEF/AB/L.219) on the following topics:

(a) The revised 1980 administrative services and programme support budget estimates;

(b) The 1981 administrative services and programme support budget estimates; 50/

(c) The revised 1978 and the 1981 budget estimates of UNIPAC;

(d) The greeting card budget estimates for the 1980 season and a provision for advance costs for the 1981 season;

(e) The revised 1980 budget estimates of the operational costs of the IYC secretariat.

...

262. The Board had before it a report by Inspector Maurice Bertrand of the Joint Inspection Unit (E/ICEF/AB/L.216) proposing a new budget format for UNICEF. ...

263. The Executive Board expressed its appreciation to Inspector Bertrand for his report and, on the recommendation of the Committee on Administration and Finance, it endorsed the presentation of the budget estimates for 1982-1983 along the lines proposed in the report. The Board recognized that many details remained to be worked out and that because of the time-table for budget proposals, the review of budget formats for field offices could not be completed for 1982-1983.

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50/ See also paragraph 74 on staffing and budget for IYC follow-up activities.

Referral of budget to Advisory Committee on Administrative and Budgetary Questions

May 1981, E/ICEF/685

66. Following general comments by delegations in the Committee on Administration, on the 1982-1983 budget estimates the Committee recommended to the Board that it:

1. Request the ACABQ to regularly review and comment on UNICEF biennium budgets and supplementary estimates;

2. Further request the ACABQ to review and comment on the biennium budget estimates for 1982-1983 (E/ICEF/AB/L.225) as early as possible. The ACABQ would be asked to review the budget submission as originally prepared by the Executive Director. The revisions submitted by the Executive Director on 16 May proposing deferment of certain posts and items for consideration in 1982 supplementary estimates would be available to the ACABQ as an indication of the Executive Director's priority on timing. The Executive Director was also requested to make available to the ACABQ relevant documentation relating to the mandate, policies, work programme and organization of UNICEF. The Board adopted this resolution. 15/

67. The effect of this was to defer, until the ACABQ comments were available and the Committee could meet again, any systematic substantive discussion of the budget estimates in which the secretariat could offer explanations and justifications. In order to ensure that UNICEF would have an approved budget before the start of the 1982-1983 biennium, it was agreed that a special session of the Committee and the Board would be held later in 1981.

Budgets

206. The Board, upon the recommendation of the Committee on Administration and Finance, approved revised 1981 administrative budget estimates totalling $30.2 million gross ($26.6 million net) and programme support estimates of $48.6 million ($39.7 million net) (E/ICEF/AB/L.224) ... The supplementary amount of $5,064,000 approved by the Board was $2,019,000 less than the revised estimates submitted to the Committee (E/ICEF/AB/L.224).

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15/ Subsequently ACABQ agreed to the Board's request and began its review of the budget in mid-June 1981.

207. The reduction of $2,019,000 included, in addition to items proposed by the Executive Director, $369,000 relating to certain items for external relations and $50,000 for short-term general service personnel relating to the advance recruitment of some of the international professional posts which were proposed in the budget estimates for the biennium 1982-1983. It was agreed that these items would be more appropriately considered along with the 1982-1983 budget estimates.

208. The Board also approved the revised 1981 UNIPAC budget (E/ICEF/AB/L.228 and Corr.1) except for a change of category from national officer to international professional. This was left for consideration by the Board in connection with the 1982-1983 budget estimates in the light of the interpretation which would be made of a recent decision of the International Civil Service Commission on national officers.

209. The Board also approved budget estimates for the 1981 season (1 May 1981-30 April 1982) of the Greeting Card Operation, and advance costs for the 1982 season (E/ICEF/AB/L.226). The budget included $23.4 million for operational costs. A net income of $26.3 million was projected.

May 1982, E/ICEF/695

108. On the recommendation of the Committee on Administration and Finance, the Board approved budget estimates for the 1982 season (1 May to 30 April 1983) of the Greeting Card Operation and advance costs for the 1983 season (E/ICEF/AB/L.241). ...

May 1983, E/ICEF/701

Revised budget estimates for the biennium 1982-1983

76. The Executive Director's recommendation that the revised budget estimates for the biennium 1982-1983 should be maintained at the approved budget level was approved.

Budget estimates for the biennium 1984-1985

77. A commitment of $219.8 million (gross) for the 1984-1985 biennial expenditure budget was approved, as were estimates of income related to the biennial budget of $38.1 million. ...

78. The Executive Board also approved the inclusion in the biennial budget of $625,000 for budget "options" concerning strengthening delivery capacity in the West Africa region and strengthening services for the urban child. A third option, to establish a sub-office in Namibia when conditions warrant, was approved in principle and a fourth option, concerning the conversion of

certain short-term general service posts to permanent posts in the 1984-1985 budget, was approved. ...

UNIPAC revised budget estimates for 1982-1983

79. The revised budget estimates for 1982-1983 for UNIPAC, which were reduced by $6 million to reflect lower cost levels of reduced output for 1982 and 1983 were noted.

Non-recurring costs for Supply Division consolidation

80. Having considered the comments of the Advisory Committee on Administrative and Budgetary Questions on non-recurring costs for Supply Division consolidation, the Executive Board approved the addition of $730,000 for the 1984 portion of the non-recurring costs to the 1984-1985 biennial budget (this sum is included in the biennial budget figure above) and approved the remaining portion of $920,000 for the pre-1984 non-recurring costs (see E/ICEF/AB/L.244, annex II, containing the Executive Director's original recommendation on the item).

Greeting Card Operation

81. ... The Board also approved the 1983/84 work plan for the Greeting Card Operation (E/ICEF/AB/L.250), in which planned card production ranged from 115 million to 135 million, with expenditure ranging from $24.6 million to $28.4 million and corresponding revenue projections of $42.9 million to $59 million.

## Revised budget format

E/ICEF/1984/12

105. As approved by the 1983 Executive Board, the Executive Director presented a proposal for a revised budget format for future biennial budget estimates which would be more in line with the organizational structure of the secretariat. The proposal was contained in document E/ICEF/1984/AB/L.1; the report of the Advisory Committee on Administrative and Budgetary Questions on the proposal was contained in document E/ICEF/1984/AB/L.2.

106. Delegations generally appreciated that the proposed budget format better reflected the structure of the organization, thus enabling future budget documents to be clearer and more useful management tools. The greater involvement of the regional directors in budget preparation and the clearer presentation of the budgets of major headquarters divisions were also welcomed.

...

108. The Executive Board approved the proposed format for future UNICEF budget estimates, as outlined in document E/ICEF/1984/AB/L.1.

109. As a corollary of the above decision, the Executive Board also approved the restatement of the 1984-1985 budget resolution, as proposed in E/ICEF/1984/AB/L.1/Add.1, to provide comparability between the 1984-1985 revised estimates and the 1986-1987 proposed estimates, as follows:

"The Executive Board resolved:

That the budget estimates for the biennium 1984-1985 are approved as follows:

| | | (Millions of US dollars) |
|---|---|---|
| Category 1: | Staff costs | 154.9 |
| Category 2: | General operating costs | 58.8 |
| Category 3: | Packing and assembly costs | 6.1 |
| | Total (gross) | 219.8 |

"That for the biennium 1984-1985, a commitment of $219.8 million for the budget is approved;

"That the Executive Director be authorized to administer as a unit the total provisions under each of categories 1, 2 and 3. The Executive Director may, without further authorization of the Committee on Administration and Finance, transfer, if necessary, between categories 1 and 2 an amount not exceeding 5 per cent of each category; revise the amount of category 3 upward or downward in line with the volume of UNIPAC throughput; and will report to the Executive Board accordingly".

E/ICEF/1985/12

128. On the recommendation of the Committee on Administration and Finance, the Executive Board adopted six resolutions related to budgetary matters, two resolutions concerned the revised budget estimates for 1984-1985, two concerned the budget estimates for 1986-1987, one concerned staffing and establishment matters, and one related to recommendations of the Advisory Committee on Administrative and Budgetary Questions.

...

Revised budget estimates for the biennium 1984-1985

130. On the revised budget estimates for 1984-1985 (E/ICEF/198/AB/L.1), the Executive Board approved the Executive Director's recommendation that the revised gross expenditure estimates be maintained at the level of the approved budget and that the revised income estimates for the 1984-1985 biennium be increased by $2.8 million from the amounts indicated in the budget document, following revisions in staff assessment resulting from General Assembly resolution 39/27.

131. The resolutions approved were:

Resolution 1

Budget expenditure estimates for the biennium 1984-1985

The Executive Board

1. Notes the transfer of $7,254,324 from category 1 (staff costs) to category 2 (general operating costs);

2. Approves an additional amount of $949,614 for category 2 (general operating costs) to be financed from projected underexpenditures in category 3 (packing and assembly costs); and

3. Resolves that the revised budget estimates for the biennium 1984-1985 are as follows:

| | | (United States dollars) |
|---|---|---|
| Category 1: | Staff costs | 147 566 138 |
| Category 2: | General operating costs | 67 067 176 |
| Category 3: | Packing and assembly costs | 5 150 386 |
| | Total (gross) | 219 783 700 |

Resolution 2

Revised income estimates related to the budget for the biennium 1984-1985

The Executive Board

Resolves that for the biennium 1984-1985 revised estimates of income related to the budget estimates were approved as follows:

| | | (United States dollars) |
|---|---|---|
| (a) | Income from staff assessment (net) | 20 260 600 |
| (b) | Other income | 5 000 000 |
| (c) | Contributions from assisted Governments towards local budget costs | 4 872 000 |
| (d) | Recovery from packing and assembly activities | 8 550 000 |
| | Total income | 38 682 600 |

Budget estimates for the biennium 1986-1987

132. Deliberations on the 1986-1987 budget estimates (described in document E/ICEF/1985/AB/L.1) focused on UNICEF capacity in Africa and how best to increase it. Redeployments and new posts were discussed extensively, and the proposal to use core posts to upgrade capacity at headquarters locations, and one delegation expressed reservations about the reorganization involving the creation of the Division of Management and Budget.

133. On the recommendation of the Committee on Administration and Finance, the Executive Board adopted the following resolutions relating to the budget estimates for 1986-1987:

## Resolution 3

### Budget expenditure estimates for the biennium 1986-1987

The Executive Board

Resolved:

(a) That the budget estimates for the biennium 1986-1987 were approved as follows:

| | | (United States dollars) |
|---|---|---|
| Category 1: | Staff costs | 168 622 866 |
| Category 2: | General operating costs | 77 839 262 |
| Category 3: | Packing and assembly costs | 6 088 305 |
| | Total (gross) | 252 550 433 |

(b) That for the biennium 1986-1987 a commitment of $252,550,433 for the budget was approved;

(c) That the Executive Director be authorized to administer as a unit the total provisions under each of categories 1, 2 and 3. The Executive Director may, without further authorization of the Committee on Administration and Finance, transfer, if necessary, between categories 1 and 2 an amount not exceeding 5 per cent of each category and revise the amount of category 3 upward or downward in line with the volume of the throughout and report to the Executive Director accordingly;

(d) That there should be an allocation of $2.0 million in 1986-1987 budget estimates in place of the amount of $630,000 set aside as amortization payment (thus, a net increase of $1,370,000 to category 2 of the budget). The Board further expected the secretariat to present a detailed proposal for the required equipment and furnishings and feasible financing options concerning UNICEF House well before 1 September 1985 so that a final decision could be made.

Resolution 4

Income estimates related to the budget for the biennium 1986-1987

The Executive Board

Resolved that for the biennium 1986-1987 estimates of income related to the budget estimates were approved as follows:

| | | (United States dollars) |
|---|---|---|
| (a) | Income from staff assessment (net) | 20 006 800 |
| (b) | Other income | 6 000 000 |
| (c) | Contributions from assisted Governments towards local budget costs | 5 600 000 |
| (d) | Recovery from packing and assembly activities | 10 540 000 |
| | Total income | 42 146 800 |

Staffing and establishment matters

134. On the recommendation of the Committee on Administration and Finance, the Executive Board adopted the following resolution:

Resolution 5

The Executive Board

Requested the Executive Director to provide the 1986 meeting of the Board with documentation on staffing and establishment matters that would allow a full review of total posts and staff numbers (all categories), and their classification and deployment as the basis for decisions concerning UNICEF' future staffing requirements and structure.

Budget format and related matters

135. During discussion of the budget, there was general recognition that the new format was an improvement, but many delegations also recommended areas for further refinement. In its report on the budget estimates, the Advisory Committee on Administrative and Budgetary Questions had also suggested some modifications to the format (see E/ICEF/1985/AB/L.2, para. 14). It was decided these changes would be addressed further by the Working Group on the Future Work and Procedures of the Executive Board.

136. On the recommendation of the Committee on Administration and Finance, the Executive Board adopted the following resolution:

Resolution 6

The Executive Board

1. Decided that the budget format initiated by the secretariat would be further improved in line with the recommendations of the Advisory Committee on Administrative and Budgetary Questions;

2. Endorsed the Advisory Committee's recommendations with regard to the 1986-1987 budget estimates as proposed by the secretariat.

137. The Board endorsed the Advisory Committee's recommendation with regard to the proper use of supplementary budget requests, i.e. amounts needed should be limited to effects of fluctuations in exchange rates, inflation or other unforeseen developments or to cover the financial implications of specific decisions of the legislative body for which no financial provision has yet been made. Supplementary appropriations should not be requested in the middle of the biennium to expand existing activities or to start new ones.

## B. General resources and supplementary funding

May 1981, E/ICEF/685

46. The Executive Director was generally commended for the initiatives he had taken in seeking substantial contributions for general resources from new sources of income and a continued growth of support from some of the present sources. It was recognized that in addition to contributions to general resources, a considerably higher level of financing could come for "noted" projects (which would be fully funded before being implemented), including an increase in supplementary funding for water projects, for urgently needed operations in Africa, and through bilateral soft loans for major projects for which UNICEF acted as the executing agency. 8/

47. Nevertheless, there was general agreement in the Board that at the present time the secretariat's initial income projections were not secure enough for the programming and budget commitment levels proposed for 1982-1984. It was recognized that when funds from the Gulf Arab States Programme for the United Nations Development Organizations became available to UNICEF's general resources they would have an important impact on UNICEF's financial situation, as well as constituting a step towards a more equitable burden-sharing in the financing of UNICEF. However, a number of delegations

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8/ For a further discussion of this, see paragraph 133 of the 1981 report.

felt that medium-term financial planning for 1982-1984 which included these funds could be undertaken only after UNICEF knew the size and terms of the regular annual contributions from the Programme. 9/

May 1982, E/ICEF/695

Supplementary funding

102. Many delegations agreed that supplementary funds were an important addition to the UNICEF funding base, facilitating fund-raising and helping donors to identify with UNICEF work.

...

105. The Board requested the Executive Director to prepare a comprehensive review of policies and procedures in connexion with supplementary project funding for consideration at the 1983 Board session.

Policy review: supplementary funding

May 1983, E/ICEF/701

83. ... The Executive Board had before it the policy review on the subject of supplementary funding and specific-purpose contributions in UNICEF (E/ICEF/L.1454). Detailed consideration of the subject was undertaken by the Committee on Administration and Finance and is reflected in the Committee's report (E/ICEF/AB/L.254).

...

86. ... There was general agreement that general resources were the best means of facilitating long-term planning and that "core" programme activities of UNICEF should be funded by general resources.

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9/ By the time of the opening of the Board session, the Gulf Arab States Programme for the United Nations Development Organizations had received pledges of $120 million towards its projected $200 million for 1981. However, its constitution and the annual level of contributions to UNICEF had not yet been established. See also paragraphs 239-240 of the 1981 report.

88. ... There was general agreement that donors of supplementary funds should already be generous contributors to general resources. Delegations pointed out that that was already the case and that supplementary funds in recent years had remained within the range of 16 to 26 per cent of total UNICEF resources.

89. There was also general agreement on the need for additional resources for programmes for children and mothers and, while multilateral sources were preferable, the importance of the supplementary funding channel as a means of increasing total resources available for UNICEF programmes was recognized. Several delegations commented that the "noting" procedure, which was pioneered by UNICEF, was an efficient channel for funding grass-roots programmes and one unmatched by many bilateral organizations. Furthermore, "notings" were an important fund-raising mechanism for National Committees for UNICEF.

...

93. It was proposed that the secretariat should prepare a study to determine overhead costs attributable to "noted" projects and the means to charge them. It was agreed that the study should be made after at least one year's experience of including variable project costs in "notings".

## Conclusion

96. The Executive Board noted with appreciation the policy review prepared by the Executive Director on the subject of supplementary funding and specific-purpose contributions and:

(a) Requested the Executive Director to submit to the Executive Board at its 1985 session a report containing:

(i) A quantitative study on overhead costs, of both a fixed and variable nature, for funds provided through supplementary channels and appropriation of interest earned on such funds;

(ii) Detailed guidelines, taking into account the views expressed by delegations during the 1983 regular session of the Executive Board for the use of supplementary contributions which would maximize the resources available for programming of UNICEF in a manner consistent with its multilateral nature, and ensure policy coherence and appropriate balance between general resources, supplementary funds and adoptions;

(b) Authorized the Executive Director henceforward to debit additional costs incurred exclusively for "noted" projects from supplementary funds.

E/ICEF/1985/12

138. Many delegations expressed disappointment that the report on supplementary funding (E/ICEF/1985/L.2) did not provide the detailed guidelines on supplementary funds and adoptions requested at the 1983 Executive Board session. A number of delegations also had questions about the proportion of supplementary funds to total resources, the distinction between major and minor emergencies, the relationship between general resources and indirect costs for supplementary funded programmes, accounting of indirect overhead costs and the use of adoptions.

139. Following review of the report by the Committee on Administration and Finance, the Executive Board adopted the following resolution:

> Pending consideration by the Executive Board at its 1986 session of a further report to be prepared by the Executive Director following consultation with the Advisory Committee on Administrative and Budgetary Questions, the present procedure governing supplementary funds in UNICEF be maintained.

## C. Financial situation

May 1980, E/ICEF/673

236. For the period 1980-1983, income estimates were projected in the financial plan as follows:

| | Excluding Kampuchea operations | Kampuchea operations | Total |
|---|---|---|---|
| | (Millions of US dollars) | | |
| 1980 | 250 | 61 | 311 |
| 1981 | 290 | 7 | 297 |
| 1982 | 350 | 3 | 353 |
| 1983 | 420 | | 420 |

237. The income estimates, leaving aside the exceptional effect of Kampuchea relief, remain as projected in the previous plan, with the addition of the year 1983 for which the estimate was $420 million. Because of inflation, this meant that there would be no real increase of income in 1980 and increases of only 5 to 10 per cent in the following years.

...

240. As is indicated in paragraph 242 the Board accepted the income projections with the understanding that they would be revised in the light of current experience when the rolling plan was prepared for next year's Board session.

## Liquidity

May 1980, E/ICEF/673

245. During the first four months of the year UNICEF needs to finance about one third of the year's expenditure but it normally received only one sixth of its annual income. To meet this seasonal imbalance in cash flow the Executive Director asked the Board for authority to negotiate stand-by lines of credit. While some delegations supported the recommendation, others had reservations. Various alternatives were suggested for exploration. After the matter was discussed in the Committee on Administration and Finance, 47/ upon the Committee's recommendation, the Board adopted the following resolution on the subject.

The Executive Board

1. Noted the Executive Director's recommendation that the Executive Board authorize him to negotiate and use stand-by lines of credit with first-class international banks within the context of UNICEF's liquidity policy. Any use of credit would be for a short term and would not exceed government contributions pledged to general resources but not yet paid, or $50 million, whichever is less;

2. Noted that the Executive Director considered it necessary, as an additional requirement of liquidity policy, to plan general resources cash balances sufficient to cover, at their lowest level, at least one month's general resources payments;

3. Recommended that Governments make further efforts to advance payment of their contributions to general resources. Further, it recommended that UNICEF seek arrangements with the National Committees for UNICEF for earlier transfer of funds collected on behalf of UNICEF, with corresponding compensation for interest forgone by the Committees up to the date at which they would transfer funds to UNICEF under existing agreements;

4. Expressed the hope that projected income would materialize but, if it did not, recognized that it might be necessary to reduce the level of planned commitments. The Executive Director would undertake to reduce the level of recommendations prepared for submission at the 1981 session if necessary;

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47/ See the Committee's report (E/ICEF/AB/L.219, paras. 17-24).

5. Considered that in view of the many points raised in the debate, further study was necessary. The Executive Director was asked to explore alternatives to lines of credit within the context of UNICEF's Board session. Accordingly, the Board postponed action on those recommendations relating to lines of credit until the 1981 session.

May 1981, E/ICEF/685

Meeting UNICEF'S liquidity needs

205. The Committee on Administration and Finance had before it a report by the Executive Director on meeting UNICEF's liquidity needs (E/ICEF/AB/L.229). In this report he repeated the view, presented to the Committee at its 1980 session, that he should be granted authority to negotiate stand-by lines of credit with first-class international banks as an overdraft arrangement, to be used, when needed, to meet the seasonal imbalance in cash flow. There was not general support for this, and the Board concluded that UNICEF's present liquidity policy was adequate, subject to a minimum general-resources cash balance covering at least one month's general-resources payments.

## D. Financial rules and regulations

E/ICEF/1985/12

124. In particular, many delegations endorsed the Advisory Committee on Administrative and Budgetary Questions recommendation that UNICEF have its own financial rules and regulations (see E/ICEF/1985/AB/L.2, paras. 56-57). The secretariat noted that UNICEF is governed by the United Nations Financial Regulations and Rules; nevertheless, the Board requested that the secretariat pursue this matter as recommended by the Advisory Committee on Administrative and Budgetary Questions and report to the 1986 Executive Board.

## E. Financial reports

May 1983, E/ICEF/701

69. The Executive Board reviewed and noted:

(a) The observations and comments on the 1981 UNICEF financial report and the financial report of the Greeting Card Operation for the 1980/1981 season by the United Nations Board of Auditors and the Advisory Committee on Administrative and Budgetary Questions, and the comments made and action taken by the Executive Director in response to those observations, as described in document E/ICEF/AB/L.246;

(b) The financial report and statements for the year ended 31 December 1982 (E/ICEF/AB/L.247).

E/ICEF/1985/12

122. The Executive Board reviewed and noted:

(a) The observations and comments of the Board of Auditors and of the Advisory Committee on Administrative and budgetary Questions on the 1983 UNICEF financial report and the financial report of the Greeting Card Operation for the 1982/83 season, and the comments made and action taken by the Executive Director in response to those observations (E/ICEF/1985/AB/L.3);

(b) The financial report and statements for the year ended 31 December 1984 (E/ICEF/AB/L.4).

## F. General management issues

May 1980, E/ICEF/673

249. Throughout the Board deliberations there was an underlying recognition that in addition to the larger workload because of the increasing volume of cooperation projected in the medium-term plan for 1982 and 1983, there were also increasing qualitative changes in UNICEF's work. These involved increased emphasis on analysis and proposals concerning policies benefiting children; greater involvement of UNICEF field officers in working with Governments in the planning and design of long-term programmes as part of overall development plans, some of which might not involve material aid from UNICEF; outposting of UNICEF staff to work with subnational authorities at the regional and district levels; greater emphasis on community-based services; cooperation with other sources of external aid in large-scale programmes leading by stages towards country coverage in PHC and water supply and sanitation services; managing the deployment of assistance within the framework of TCDC, involving more contracts with institutions and use of consultants from developing countries; more attention to the collection and use of information about the situation of children; and greater attention to programme implementation and evaluation and the production and circulation of case studies on country programming experiences.

May 1982, E/ICEF/695

109. The Board reviewed a paper on resources, administrative efficiency and programme delivery (CRP 1982/11), prepared in response to representatives' requests and to the General Assembly request that governing bodies should review administrative efficiency measures (resolutions 35/81, para. 8, and 36/199, para. 12). The paper pointed to the decentralized structure of UNICEF

and cited specific measures which had been or were being taken in four major areas: supply operations, computerization, personnel administration and programme delivery. The Board welcomed these measures as indications of a pragmatic response to the need to improve efficiency.

## G. Greeting Card Operation

### May 1982, E/ICEF/695

107. In the Committee on Administration and Finance, several delegations expressed the view that the existing financial year of the Greeting Card Operation, from May to April, was better suited to the commercial nature of the Operation and National Committees for management purposes than a separation of the budget and campaign periods. This was also the view of the secretariat and the latest reports of the External Auditors. The Board welcomed the intention of the secretariat to revise the Greeting Card Operation budget format to reflect more fully the commercial nature of the operation.

### May 1983, E/ICEF/701

82. Many delegations commended the Greeting Card Operation - a self-financing operation - for its valuable contributions to UNICEF.

...

129. ... Delegations welcomed the incorporation of more UNICEF information in the publicity and promotional materials of the Operation. Local production and distribution of greeting cards and the use of local motifs were also stressed.

### E/ICEF/1984/12

112. The Executive Board approved the 1984 work plan for the Greeting Card Operation (E/ICEF/1984/AB/L.6), which included expenditure estimates for the 1984/1985 season of $27.1 million in expectation of gross revenue of $51.6 million based sales of 130 million cards. ...

113. Many delegations commended the Greeting Card Operation for its unique and valuable contribution to UNICEF. ...

### E/ICEF/1985/12

143. The Executive Board adopted the following resolution relating to the Greeting Card Operation:

(a) That for the 1985/86 financial year (1 May 1985 to 30 April 1986), work plan expenditure estimates be approved as detailed in column II of table 7 of E/ICEF/1985/AB/L.6;

(b) That the Executive Director be authorized to:

(i) Incur expenditures up to the totals given in column III of table 7 should the apparent demand before and during the season increase beyond the estimates used for the basis of the figures given in column II. Conversely, should the apparent demand before and during the season decrease, the Executive Director would reduce expenditures below the level indicated in column II to the extent necessary;

(ii) Spend an additional amount equivalent to any increase in the total work plan expenditure estimates which may be required for operations outside the United States as a result of increases in the value of other currencies in relation to the United States dollar;

(iii) Transfer funds between allotment accounts as required;

(c) That the Executive Director be requested to:

(i) Exert all possible efforts to achieve, by 1988, the long-term objectives laid down by the Board, to achieve the highest possible net income return on gross proceeds (50 per cent) and, therefore, to apply strict control over expenditures;

(ii) Present to the 1986 Executive Board a detailed analysis regarding the causes of, and possible measures to be taken against, the persistent stagnation in sales of greeting cards and the resulting decline in profitability.

## H. Staffing

May 1980, E/ICEF/673

251. There was a general view among delegations that because of the greater challenges and new responsibilities of UNICEF it was essential for it to strengthen the capabilities of the staff. It was important that staff training and recruitment be matched as closely as possible with UNICEF's evolving professional and technical needs.

252. Delegations welcomed the intention of the Executive Director, set forth in his opening statement to the Board, to include among UNICEF staff more persons from developing countries, more women and more young people (para. 34).

May 1981, E/ICEF/685

54. It was proposed to increase the number of established posts in the budget by approximately 10 per cent annually - a total of 99 new international professional posts, 53 national officer posts and 232 general service posts. ...

...

57. In their general reactions to the estimates, both in the general debate and in the Committee on Administration and Finance, a considerable number of delegations voiced several common concerns. They revolved around the number of new posts proposed, particularly in the light of the current austerity situation world-wide; the balance between UNICEF's long-time field orientation and the expanded emphasis proposed on more general advocacy; the large increase in the use of advisers (programme specialists); the relationship between expertise within UNICEF and that available from the specialized agencies; and the effect of the staff increases proposed for headquarters on the long-time trend toward decentralization.

...

63. There was general agreement on the need to provide the personnel required to make programmes effective at the local level. ...

May 1982, E/ICEF/695

112. In general, delegations expressed approval of the redeployment of posts and the restraint in the increase in staffing levels indicated in the medium-term work plan and the report on the implementation of the 1982-1983 budget following the decision of the Executive Board at its October 1981 special session. ...

...

114. Delegations noted with satisfaction that, during 1981, UNICEF had attained and surpassed the General Assembly's goal of women holding 25 per cent of posts in the international professional category. Delegations urged continuing efforts to increase this proportion and pointed out that training of staff who were not yet doing professional work was a means of increasing the number.

May 1983, E/ICEF/701

99. General approval was expressed for the redeployment process being carried out, under discretionary authority granted to the Executive Director by the Executive Board in 1981, in order to cope with changes in the organizational workload. It was acknowledged that the delivery of social services was a people-intensive and time-consuming process.

100. An innovation during the proceedings of the Committee on Administration and Finance, at the suggestion of the Chairman of the Executive Board, was that a statement was heard from the Chairman of the UNICEF Global Staff Association.

## I. UNICEF House

May 1981, E/ICEF/685

Purchasing a building for headquarters office accomodation

214. The Executive Director raised the question of UNICEF's buying a building in New York for headquarters office accommodation, should the necessary funds become available. It was agreed that any such proposal would be submitted to the Committee on Administration and Finance with full information and justification.

E/ICEF/1984/12

UNICEF headquarters office accommodation

114. As described in document E/ICEF/1984/L.4, the Executive Director recommended to the Executive Board that UNICEF accept an offer from the United Nations Development Corporation (UNDC) to lease space for UNICEF headquarters in the new UNDC-III building which should be available for UNICEF occupation by late 1986 or early 1987. The new building at East 44th Street, New York City, would be built to UNICEF's particular requirements and known as "UNICEF House".

115. The Executive Board resolved that the Executive Director:

(a) As recommended in document E/ICEF/1984/L.4, is authorized to accept an offer from the United Nations Development Corporation to UNICEF to lease office space in their new UNDC-III building and to conclude a lease agreement with the corporation for an initial term of 15 years, with an option to renew the lease for an additional 15-year term;

(b) Will ensure, with the assistance of the Office of Legal Affairs of the United Nations Secretariat, that the advantageous conditions negotiated so far with the United Nations Development Corporation will be reflected appropriately in the lease agreement;

(c) Will, in consultation with the Advisory Committee on Administrative and Budgetary Questions submit a progress report on this matter to the Executive Board at its 1985 regular session.

E/ICEF/1985/12

UNICEF House

129. Many delegations reaffirmed their concern that UNICEF House be a modest building reflecting UNICEF mandate to serve children and women in need. ... It was agreed that the secretariat would prepare a proposal regarding financing of necessary furnishings. Following the Advisory Committee on Administrative and Budgetary Questions comments on the subject (E/ICEF/1985/AB/L.2, para. 51), many delegations were not convinced that the use of a $4 million credit facility offered by the United Nations Development Corporation was the best course of action. The Board therefore approved an allocation of $2 million in the 1986-1987 budget in place of the $630,000 set aside as amortization payment. The Board's decisions relating to UNICEF House are contained in item (d) of resolution 3 in paragraph 133 of the Board report (E/ICEF/1985/12) (Also on page 79 of this compilation report).

## J. Opening of new field offices

May 1981, E/ICEF/685

213. The Board agreed with the view of the Committee that the formal establishment of any new field office should wait for Board approval of a corresponding budget provision. It recognized, however, that the Executive Director might need to place project personnel, or use career staff in temporary project-funded posts in a country, in order to cope with new or substantially increased cooperation in projects.

# III. DECISIONS ON THE WORK AND PROCEDURES OF THE EXECUTIVE BOARD

## A. Preparation for future Executive Board sessions

May 1980, E/ICEF/673

272. The Board agreed to the Chairman's suggestion (E/ICEF/CRP/80-31) that its consideration of special reports in 1981 be limited to the following three:

- An assessment of problems and organization of work at the local level including subnational areas;
- A progress report on PHC;
- A report on the decision-making process within countries for the achievement of the objectives of PHC.

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